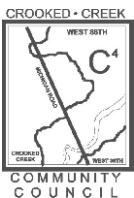


Crooked Creek Neighborhood

Retail Market Study

May 2004



Acknowledgments

CITY OF INDIANAPOLIS

Bart Peterson, Mayor

DEPARTMENT OF METROPOLITAN DEVELOPMENT

Maury Plambeck, AICP, Director

Mike Peoni, AICP, Administrator – Division of Planning

Bob Wilch, Principal Planner – Division of Planning

Rachel O'Neil, Washington Township Administrator – Division of Neighborhood Services

CROOKED CREEK COMMUNITY COUNCIL, INC.

Kerry Michael Manders, Executive Director

Darren Palmer, President

Hal Kunz, Vice President

CONSULTING TEAM

Development Concepts, Inc.

Gentleman Associates

Storror Kinsella Associates Inc.

May 2004

Contents

CHAPTER		PAGE
1	Executive Summary	3
2	Neighborhood Profile	6
3	Existing Retail and Service Uses	11
4	Market Overview	15
5	Retail Development Opportunities and Strategies	29
6	Next Steps	42

PURPOSE AND PROCESS

The purpose of the *Crooked Creek Neighborhood Market Study* is to: 1) provide a description of the existing retail climate in the neighborhood; 2) conduct a market analysis to illustrate the economic conditions of the study area using both conventional (demographic data and Census information) and supplemental (resident surveys, stakeholder interviews, and focus group discussion) means; and 3) recommend approaches for building capacity and attracting retail development to the area. The result of this five-month planning effort is a commercial redevelopment strategy with economic, physical, and organizational development recommendations that are derived from an understanding of the neighborhood's needs and desires, market indicators, physical conditions, and real estate market economics.

The *Crooked Creek Neighborhood Market Study* planning process began in December 2003 with extensive field reconnaissance by the consulting team. In late January 2004, a project advisory committee was assembled to guide the consulting team throughout this process. This committee met on three occasions (January, March, and April 2004) and hosted a focus group discussion (February 2004). It is intended that committee members become champions of this plan and continue their involvement with the commercial redevelopment of the Crooked Creek Neighborhood through the plan's implementation.

FINDINGS

The retail supply in the Crooked Creek Neighborhood is described as "transitional" and "of marginal quality." The neighborhood does offer some convenience retail; however, residents tend to leave the immediate area for most types of goods and services. In general, the area lacks a concentration of quality retail that provide for residents' daily needs.

The "Market Overview" chapter is a baseline socioeconomic description of the Crooked Creek Neighborhood that includes: 1) demographic history—population profile, households, and income, 2) demographic projections, 3) consumer spending patterns, and 4) a review of the current physical condition of the neighborhood—housing and retail stock, infrastructure, overall aesthetics, etc. This overview provides the economic foundation for the development approaches outlined in subsequent chapters. Market information for this study was collected using a variety of techniques. Demographic data and consumer spending statistics were purchased from a national database, surveys were distributed to neighborhood residents, individual stakeholders were interviewed, and community leaders were invited to a focus group discussion.

Many communities struggle with revitalizing an aging commercial corridor or strip. As populations have shifted and commercial development has followed residential development, many once-vibrant commercial centers are now abandoned and underutilized. This is the case for the Michigan Road corridor. In particular, this is the case for Michigan Road between Kessler Boulevard/56th Street and 61st Street, the focus area in this study.

Unlike other declining commercial areas, the Crooked Creek Neighborhood is not suffering from a declining population or low income households. In fact, the Crooked Creek Neighborhood experienced modest growth during the 1990s, and this growth rate is expected to continue through to 2008. Median and average household incomes also increased during the 1990s and are expected to continually increase through 2008. There is not an inordinate amount of vacant homes or a high percentage of renters in the Crooked Creek Neighborhood. Michigan Road is a primary commuting thoroughfare in Indianapolis, and the high traffic count (approximately 34,000 vehicles per day) serves to support this statement. In summary, Crooked Creek Neighborhood residents have disposable incomes that allow them to spend on various types of goods and services. These spending patterns, coupled with the high traffic count, are attractive to retailers.

POTENTIAL REDEVELOPMENT DIRECTIONS

One common question that has surfaced throughout this planning process is—*Why is Michigan Road unsuccessful as a retail corridor in the Crooked Creek Neighborhood?* Three possible answers have come out of this planning effort: 1) there is significant competition within a relatively short distance in all directions (north, south, east, and west); 2) land needed to create a critical mass of retail development is limited in availability; and 3) current zoning is incongruent with desirable commercial development, and codes are not enforced. It is the intent of the *Crooked Creek Neighborhood Market Study* to address these possible causes through thoughtful application of an economic development strategy that capitalizes on the area market strengths.

Constraints pertaining to new commercial redevelopment in the Crooked Creek Neighborhood are not due to the market. Research findings indicate that this neighborhood supports numerous types of retail throughout the City and that local residents could support additional retail in the focus area. However, the physical configuration of commercial lots and circulation along Michigan Road present a set of redevelopment restrictions. It is likely that the area's physical configuration has been the source of previous retail development challenges.

Focus area physical constraints limit the amount and availability of land, thus limiting the type of realistic development. The *Crooked Creek Neighborhood Market Study* outlines approaches to improve the retail conditions in the focus area by identifying three sites appropriate for commercial redevelopment or retail reconfiguration.

The success of this type of ambitious redevelopment effort will depend on the cooperation and coordination of existing property and business owners in order to overcome the challenges and promote this area as an attractive place to do business. All strategies and options presented can either be incrementally implemented over time as land and buildings become available or implemented through a more comprehensive development project. Commercial reconfiguration/redefinition of existing businesses and properties along the east side of Michigan Road presents a set of short-term activities to accomplish in preparation of more long-term redevelopment opportunities on the west side of Michigan Road.

NEXT STEPS

The commercial revitalization of the focus area within the Crooked Creek Neighborhood is as much a response to the residents' desires for aesthetic improvements and a sense of place as it is a response to the desire for quality, convenient neighborhood retail. Findings from the market analysis indicate that the current spending, purchasing power, and potential spending of Crooked Creek Neighborhood residents are all at or above levels that are sought after by many types of retailers. In order to capitalize on these strong market indicators as well as address the three possible causes of

Michigan Road's demise as a retail corridor, the commercial redevelopment strategies presented in this report have three common themes:

- Upgrade, support, and addition of neighborhood retail and services.
- Physical improvements that convey order and safety, quality of life, community pride, and a sense of place.
- Implementation of a market-based development approach through creative partnerships.

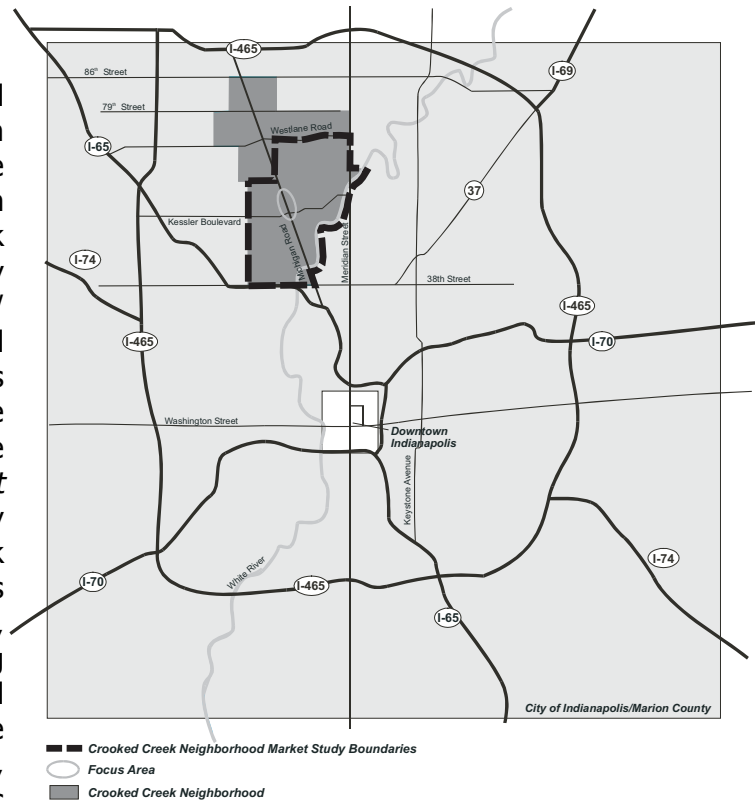
The "Next Steps" chapter outlines several tasks from which to create a work program. Task completion will require a collaborative effort among the Crooked Creek Community Council, Inc. (C4), the Crooked Creek Community Development Corporation (CDC), and area business/property owners. Efforts will be led by the private sector; as a developer and community consensus builder, the CDC should take the lead facilitator role in the plan's implementation.

Neighborhood Profile

Chapter 2

CONTEXT

The Crooked Creek Neighborhood is bound by 79th Street on the north, White River on the east, 38th Street on the south, and the Washington Township boundary line/Lincoln Road on the west. The entire Crooked Creek Neighborhood encompasses approximately 10,000 acres of north central Indianapolis/Marion County, west of the White River and north of 38th Street. For purposes of this study, Westlane Road was used as the northern boundary of the neighborhood. The *Crooked Creek Neighborhood Retail Market Study* boundaries represent approximately 6,100 acres of the defined Crooked Creek Neighborhood. The bulk of effort in this *Market Study* is dedicated to the focus area, approximately 100 acres of land extending one city block east and west of Michigan Road between 56th and 61st Streets. The neighborhood's namesake, Crooked Creek, begins in southern Hamilton County and flows southward through Pike, Washington, and Center Townships in Marion County. It joins the White River near 38th Street and Cold Spring Road. The entire Crooked Creek watershed is approximately 20 square miles.



Located northwest of Downtown Indianapolis, the Crooked Creek Neighborhood is bisected by Michigan Road from northwest to southeast. Michigan Road is the most traveled road in the study area and brings approximately 34,000 vehicles through the neighborhood daily. It provides access to Downtown Indianapolis, the City of Zionsville, and several major east/west connector streets throughout Marion County. The Crooked Creek Neighborhood is accessed from Downtown Indianapolis by way of Interstate 65 and Michigan Road (via Dr. Martin Luther King, Jr. Street). 38th and 86th Streets also provide access to the neighborhood from the east and west through Michigan Road.

The area surrounding the Crooked Creek Neighborhood has been represented for many years by the Crooked Creek Community Council, Inc. (C4), a not-for-profit charitable, educational, and community-based organization. The origin of C4 dates back to 1967 when it was created to preserve and restore historical landmarks and promote orderly development and beautification of Michigan Road. Over the years, the original preservation, restoration, and beautification organization was restructured, and in 1969, it was renamed Crooked Creek Community Council, Inc. C4's mission is "uniting neighborhoods and improving the quality of life along Michigan Road and the Crooked Creek from West 38th Street to

West 86th Street, improving the community, protecting the integrity of Crooked Creek and protecting the area from incompatible uses" (<http://www.crookedcreek.org>). C4 has been instrumental in establishment of neighborhood parks, promoting local businesses, protecting Crooked Creek, and initiating the development of the Crooked Creek Multi-Service Center.

The Crooked Creek Neighborhood is comprised of homes, country clubs, churches, schools, parks, and a variety of intuitional and cultural amenities. It hosts many churches, religious, and social groups. In particular, the area has a substantial Jewish presence. The Crooked Creek Neighborhood is home to four of the City's five synagogues and many Jewish educational and community facilities. The residential composition of the Crooked Creek Neighborhood includes a number of smaller neighborhoods, including Crows Nest, Rocky Ripple, Highwoods, Spring Hill, Meridian Hills, Highland-Kessler, High Knoll Estates, and Wynnedale. The area's oldest homes date back to the mid-1800 and residential development has continued to grow. As a result, the area has a housing stock with a wide range of ages and styles. The most distinctive residential community is Crows Nest, an enclave of private estates located along the White River south of Holliday Park. Crows Nest contains grand homes on large parcels ranging in size from two to 20 acres. Highland-Kessler is south of Kessler Boulevard, east of Michigan Road, and west of the White River. Established in 1956, Highland-Kessler is predominantly ranch and two-story homes on large wooded lots. Wynnedale is located west of the White River between 42nd and 44th Streets. The first homes in Wynnedale were built in the late 1920 on large wooded lots. Today, the neighborhood features 97 homes with an eclectic mix of styles, including Tudor, Spanish, and art deco. In 1971, all of the separate neighborhoods in the Crooked Creek Neighborhood became an "included town" under the UNIGOV structure, but continue to be governed by their own elected officials.



A range of styles and ages of homes can be found in the Crooked Creek Neighborhood.



Just east of the Crooked Creek Neighborhood and the White River is the Butler-Tarkington Neighborhood. Butler-Tarkington Neighborhood is home of the liberal arts-based Butler University. Butler University contains five colleges in 20 buildings on 290 acres. The southern boundary of the Crooked Creek Neighborhood is where the White River, 38th Street, and Interstate 65 adjoin. This southern area of the neighborhood features open space including the Riverside Golf Course and Riverside Park. Directly southwest of the Crooked Creek Neighborhood is the Lafayette Square Mall and its accompanying "big box" retail shops, car lots, and other suburban retail services. The area west of the Crooked Creek Neighborhood is consists of newer suburban residential developments and a mix of retail, industrial, and office uses. The area to the north of the study area, but within the Crooked Creek Neighborhood, largely contains single-family homes and newer commercial "big box" and strip retail developments. This area is also known for its expanding office development and the landmark office building the Pyramids at College Park.

LAND USE

The *Crooked Creek Neighborhood Retail Market Study* boundaries include approximately 6,100 acres of land including single-family homes, undeveloped open space, and institutional uses. While the White River and Crooked Creek bring natural amenities to the area, they also bring the propensity to flood. Low lying areas along rivers and streams are referred to as the floodplain of each respective water body. According to Indiana State code, an area designated as floodplain is restricted in the type of development allowed. As a result, a significant amount of land around the two water bodies remains undeveloped or has been converted to open space. Much of the open space includes cemeteries, country clubs, public golf courses, and parks. Juan Solomon Park was established in 1975 as a result of C4's efforts to preserve a 50-acre parcel of land. The park was later expanded by 22 acres. Institutional uses largely consist of government facilities, places of worship, and cultural destinations. The most prominent institution in the Crooked Creek Neighborhood is the Indianapolis Museum of Art (IMA) located at 38th Street and Michigan Road. The IMA features a large collection of art, as well as social, educational, and cultural events that draw people into the neighborhood from throughout the State of Indiana.

The Crooked Creek Neighborhood has a relatively small amount of land dedicated to commercial use. Most commercial uses, retail and industrial, in the neighborhood are located outside of the study area boundaries on Michigan Road north of 67th Street and along 86th Street. There are some commercial uses in the focus area, many of which are aging. Many uses are described as marginal and transitional. It is not uncommon for commercial uses to occupy structures not appropriate for current uses (e.g. church in a former restaurant). Commercial structures have varying setbacks—some are positioned close to the street and some are positioned deep in the lots with generous amounts of land dedicated to parking. Smaller scale uses are found on the east side of Michigan Road, with larger scale uses, such as the school, business park, parks department, and construction company, on the west side. Relatively new investment has occurred on the east side of Michigan Road with the addition of Speedway, Walgreens, BP, and Shell. These businesses are not only supported by Crooked Creek residents, they serve, and benefit from, the commuting traffic along Michigan Road.



The Michigan Road Business Park and Warehouse is one few commercial/light industrial locations in the Crooked Creek Neighborhood.

TRAFFIC AND TRANSIT PATTERNS

The Crooked Creek Neighborhood is accessible from many areas of the City via Michigan Road from the north and south and Kessler Boulevard from the east and west. Michigan Road and Kessler Boulevard, combined, bring more than 50,000 vehicles per day through the Crooked Creek Neighborhood. 38th Street and Interstate 65 border the neighborhood on the south and together bring approximately 100,000 vehicles per day through the area. Although traffic in the neighborhood is concentrated along Michigan Road and Kessler Boulevard, Westlane Road, Grandview Drive, Cooper Road, and 62nd Street all provide local access within the neighborhood. Also increasing circulation and accessibility in the Crooked Creek Neighborhood is IndyGo bus service. IndyGo offers three routes which serve major streets including Michigan and Westlane Roads. The Crooked Creek Neighborhood

also has an extensive system of sidewalks and bike paths that connect parks and trails throughout the area and provide recreational amenities to neighborhood residents. The proposed multi-purpose path along Michigan Road will increase pedestrian accessibility throughout the neighborhood, and help to link existing paths with future development.

RECENT INVESTMENT ACTIVITY

Recent development activity in the Crooked Creek Neighborhood includes noncommercial expansion and development in the southeast corner, near the White River. The most notable project is the IMA expansion, featuring three new wings and 50% more gallery space. Scheduled for completion in 2005, the new museum complex will offer services and amenities that include new learning spaces, restaurants, and an improved museum gift shop. The IMA is also constructing a 100-acre Art and Nature Park immediately adjacent to its main campus. The new park will connect to the City's Indy Parks Greenway system and will feature temporary and permanent exhibitions of contemporary art. The Art and Nature Park is scheduled to launch later this year.



One of many new investments in the Crooked Creek Neighborhood, the Indianapolis Museum of Art is adding three new wings to its existing building.

Other investment in the Crooked Creek Neighborhood includes the new International School of Indiana. This new private high school development is located on 60 acres of wooded land along Michigan Road, north of IMA. Several new large single-family homes are being constructed on the northeast corner of the Michigan Road and White River bridge. The most notable feature of this development is the large concrete wall that fronts Michigan Road. In the same vicinity, the Light of the World Church recently completed construction of a new building on 36 acres of land along Michigan Road and north of the International School of Indiana.

ISSUES IMPACTING RETAIL DEVELOPMENT

Crooked Creek's market potential and existing physical conditions are the two most significant factors influencing future retail investment. Findings from this study indicate that the retail market potential in the Crooked Creek Neighborhood is strong; however, many other issues will factor into the area's ability to attract new retail development.

The issues that most directly impact future development are summarized below. Several issues stem from transitional, outdated, or haphazard land use patterns while others are related to the location and accessibility of nearby retail competitors or the influence of market demand.

1. Local dollars spent in other neighborhoods' retail centers.

The Crooked Creek Neighborhood is losing retail development opportunities to surrounding commercial areas. Shopping has changed over the years. People are now accustomed to shopping at malls and "big box" retailers for most items. The role of the neighborhood commercial center has also changed. In order for it to be competitive and successful, it must not live in the past or try to directly compete with larger discount retailers. Today's neighborhood commercial centers must be unique, sensitive to the local context, contemporary in development approach and delivery, and understanding of the current retail trends. Over the years, the Crooked Creek Neighborhood has lost its place as a retail

node. Its redevelopment challenge will be to educate potential new retailers, developers, and customers that commercial development in the focus area is more than just a collection of stores convenient to the neighborhood.

2. *Incomplete infrastructure and circulation confusion.*

Missing public infrastructure conveys a sense of disinterest and disorganization. The focus area is lacking sidewalks that provide safe pedestrian access to uses along Michigan Road and curbs/curb cuts that guide vehicular traffic to appropriate ingress and egress. This missing infrastructure also creates traffic, safety, and general circulation problems, all of which detract the area from an investment and customer perspective. While high traffic volumes on Michigan Road are appealing to retailers, poor circulation, traffic congestion, and complicated site access issues diminish the attractiveness to developers.

3. *Fragmented property ownership.*

The focus area is comprised of several small and odd-shaped parcels of land with multiple property owners. Fragmented ownership often results in conflicting agendas, which makes land assembly more difficult for new development. The property ownership and land use pattern along Michigan Road have resulted in the underdeveloped and underutilized status of commercial property throughout the focus area. Any redevelopment initiative for the area will find that land assembly will be the most difficult task and an essential development priority.

4. *Uncharacteristic uses in inappropriate structures.*

It is a common occurrence in the focus area for businesses or institutions to occupy buildings that are not appropriate for their current use. Typically, the retrofitting of these buildings to accommodate their new uses is done with minimal amounts of investment and with little concern for neighborhood aesthetics. Similar to the issue of incomplete infrastructure, these types of uses and buildings convey a sense of disinterest, disorganization, and low property values, particularly in the cases where buildings are occupied by marginal and transient uses. It is important to remember that Michigan Road is the front door to many neighborhoods. Indiscriminate commercial development has the ability to negatively affect proximate residential properties.



Missing & incomplete sidewalks present a safety hazard and discourage pedestrians from patronizing neighborhood businesses.



Missing curbs/curb cuts increase congestion and safety issues in the focus area.

Existing Retail & Service Uses

Chapter 3

As an initial task in preparing the *Crooked Creek Neighborhood Market Study*, the planning team inventoried and assessed the physical environment of the focus area, study area, and neighborhood. During several “windshield surveys,” land uses, property conditions, traffic patterns, major barriers, and key physical connections were all studied to ascertain the areas’ strengths and weakness. Retail and commercial uses in the focus area were photographed and documented. A list of focus area retail types is included in Chapter 5.



Walgreens, at the northeast corner of Kessler Boulevard and Michigan Road, is a 15,000 square foot pharmacy and convenience store. The Crooked Creek/Michigan Road Walgreens location is one of the best performing stores in its national chain.

The focus area land use inventory led the planning team outside of the study area and neighborhood boundaries to determine where Crooked Creek Neighborhood residents shop. Within six miles of the Crooked Creek Neighborhood, residents are presented with an abundance of retail opportunities, in particular, the 86th Street corridor, Lafayette Square Mall (and its environs), Broad Ripple, and Glendale Mall. Most residents’ daily retail needs are found within six miles of their neighborhood, although it is assumed that residents also frequent other retail nodes (e.g. Downtown, Fashion Mall, Castleton Square Mall, etc.) throughout the City for durable and specialty goods. A “windshield survey” was also conducted to catalog the commercial areas that compete for Crooked Creek household dollars. A map indicating the locations of these competing centers is in the Appendix.

RETAIL SUPPLY

The retail supply in the Crooked Creek Neighborhood is described as “transitional” and “of marginal quality.” The neighborhood does offer some convenience retail; however, residents tend to leave the immediate area for most types of goods and services. In general, the area lacks a concentration of quality retail that provide for residents’ daily needs.

Existing commercial uses in the Crooked Creek Neighborhood are located along Michigan Road between 56th Street/Kessler Boulevard and 61st Street. Commercial buildings include a mix of relatively new, chain retail boxes and small, scattered, outdated, and converted structures. All commercial structures in the focus area are occupied; however, many are underutilized.

Walgreens, at the northeast corner of Kessler Boulevard and Michigan Road, is a 15,000 square foot pharmacy and convenience store. The Crooked Creek/Michigan Road Walgreens location is one of the best performing stores in its national chain. Other retailers in the area include Pizza Hut, Michigan

Road Liquors, U-Haul, a laundromat/dry cleaners, barber shop, and Celebration Fireworks. Mixed among these retailers are several offices, churches, institutions, GM Construction, and the Michigan Road Business Park. Lease rates for this area were difficult to assess since few traditional retail structures exist. However, nearby retail rents range from \$8 to \$16 per square foot. It is important to note that these lease rates are not necessarily indicative of other retail properties within the study area.

Commercial space in the focus area includes a mix of retail, services, and light industrial uses, a combined total of approximately 228,500 square feet. Both national chain and locally-owned convenience and neighborhood service type businesses are located on the east side of Michigan Road. A structure (7,000 square feet) at the southeast corner of 60th Street and Michigan Road is occupied by Michigan Road Liquors, a barber shop, and Indy's Tax Prep-n-Check. Two laundry services, Coin Laundry (3,000 square foot) and 60 Minute Cleaners (3,800 square foot), occupy older commercial buildings on 59th and 57th Streets, respectively. The area between 57th Street and 58th Street is occupied by Rainbow Pediatrics, Olive Branch Fellowship Church, State Farm Insurance, and Pizza Hut.

The west side of Michigan Road features large commercial uses and small locally-owned neighborhood businesses. Unik Boutique, Pantangen Transport, two beauty salons, and Kiddie Factory are all tenants of a 5,700 square foot building at 58th Street and Michigan Road. Directly north of Crooked Creek Elementary School is the Michigan Road Business Park and Warehouse, a five acre light industrial complex housed in 55,800 square feet of building space. Tenants of the Michigan Road Business Park and Warehouse include MAI Prime Parts (electronic equipment) and Mirror Image Custom Painting and Body Mods. Celebration Fireworks, a Mexican grocery store, barber shop, and hair studio all occupy a building at the southwest corner of 59th Street and Michigan Road. The historic retail center of the Crooked Creek Neighborhood, 60th Street and Michigan Road, is now occupied by large buildings and light industrial uses. The northwest corner of this intersection features Safety Resources, Inc., GM Construction, and U-Haul Self Storage and Hitches. GM Construction occupies two buildings totaling more than 11,500 square feet. Safety Resources, Inc. is a 35,000 square foot facility. The southwest corner of 60th Street and Michigan Road is anchored by the Indy Parks Michigan Road Maintenance Facility, with more than 27,000 square feet in its main facility.



The Crooked Creek Neighborhood hosts a number of auto-related retail; residents indicated that additional auto related establishments are not desired.



Although portions of the focus area are undeveloped, only 1.5 acres is actually considered vacant. This area is located north of the 60th Street and Michigan Road intersection. Large parcels of land that are not developed, but occupied, include the Crooked Creek Elementary School property and the Michigan Road Business Park and Warehouse.

COMPETING RETAIL CENTERS

The Crooked Creek Neighborhood once boasted its own neighborhood retail center at the intersection of 60th Street and Michigan Road. As retail evolved, consolidated, and modernized, business in the neighborhood's retail center closed due to increasing competition on Georgetown Road and at the 79th Street and Michigan Road intersection. More recently, substantial commercial development has occurred further north on Michigan Road near 86th Street. The 86th Street corridor tends to be one of the most identified locations for Crooked Creek residents' retail expenditures.

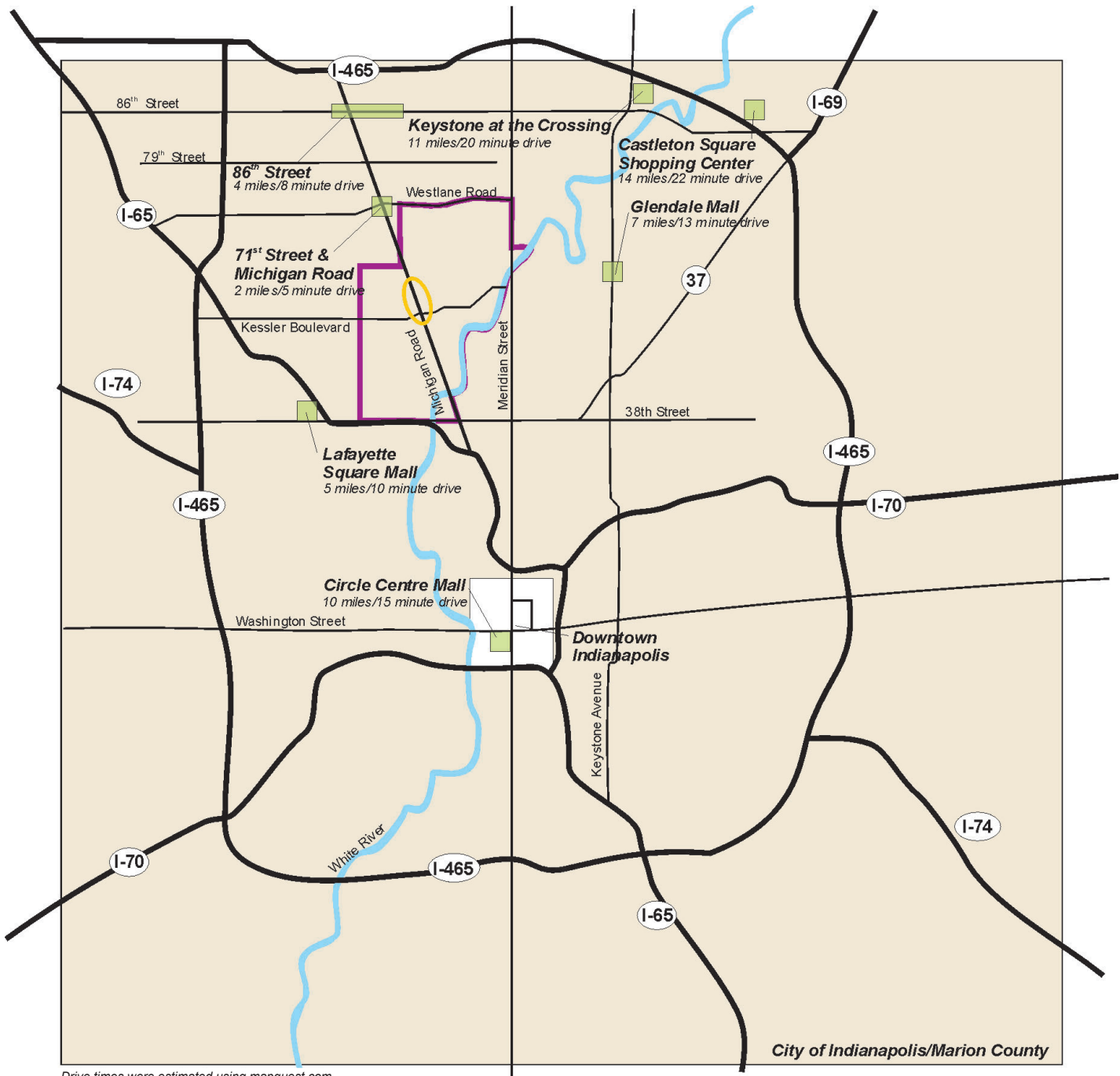
Resident survey results indicate that Crooked Creek Neighborhood residents shop outside the study area for most goods and services, with the exception of drugs, gas, and video rentals. Residents frequent retailers along 86th Street for groceries, hardware, entertainment, banking, and home furnishings. "86th Street" refers to the retail corridor along 86th Street, stretching from Township Line Road on the west to Payne Road on the east. This corridor features large, "big box" retail chains and outlot stores like Marsh, Kroger, Trader Joe's, Wal-Mart, Target, Pier 1 Imports, PetSmart, Joe O'Mailia Food Market, Osco Drugs, and Lowe's. Survey respondents also indicate that they travel approximately five miles from the Crooked Creek Neighborhood to shop at Glendale Mall, at the intersection of 62nd Street and Keystone Avenue. Glendale Mall is a regional shopping center that features L.S. Ayres, several smaller national retailers, a branch of the Indianapolis-Marion County Public Library, and a movie theater. Lafayette Square Mall is also a competing regional shopping center, approximately five miles southwest of the Crooked Creek Neighborhood, anchored by Sears, Burlington Coat Factory, and L.S. Ayres. Additional retail near Lafayette Square, at the intersection of 38th Street and Lafayette Road, include car dealerships, grocery stores, "big box" retailers, discount stores, numerous fast food restaurants, and gas stations. Residents also mentioned the neighborhood commercial nodes at 49th and Pennsylvania Streets (Meridian-Kessler Neighborhood) and 56th and Illinois Streets (Butler-Tarkington Neighborhood) as areas that offer unique, quality retail and services in enjoyable settings with distinct characteristics and strong senses of place.



Kincaid's Meat Market at 56th and Illinois Streets and Trader Joes at 86th Street and Township Line Road are just a few of the many retail establishments within three miles of the focus area.



COMPETING RETAIL CENTERS

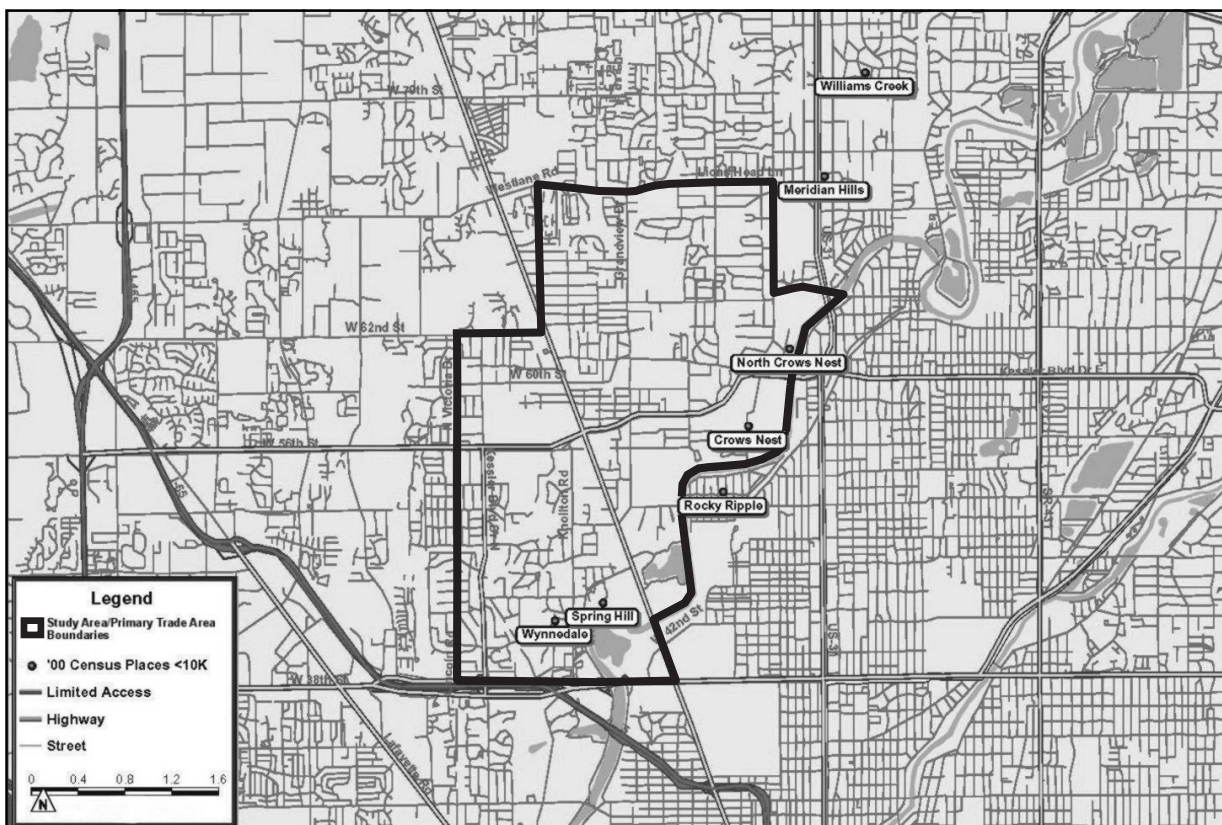


Drive times were estimated using mapquest.com

METHODOLOGY

Understanding market segments, economic trends, and opportunities is fundamental to the recommendations and findings of the *Crooked Creek Neighborhood Market Study*. The market profile conducted as a part of this study examines recent demographics, consumer preferences and spending patterns, and retail market potential for the Crooked Creek Neighborhood. Information was gathered for this profile from primary and secondary sources. Primary sources included interviews with local stakeholders, a focus group discussion, and a neighborhood survey. Secondary sources included reviews of previous studies (in particular the *Michigan Road Corridor Plan*) and information gathered from the United States Census Bureau and ESRI Business Information Solutions (a national database firm that uses Census data to forecast market trends). In addition to demographic information, this overview identifies economic development strengths and weaknesses within the context of the Crooked Creek Neighborhood's relative geography, accessibility, surrounding land uses, and overall character.

As a means of evaluating the physical conditions of the focus area and its environs, a "windshield survey" was conducted for the study area. Commercial uses, vacant storefronts, and land for future redevelopment opportunities were noted during this survey.

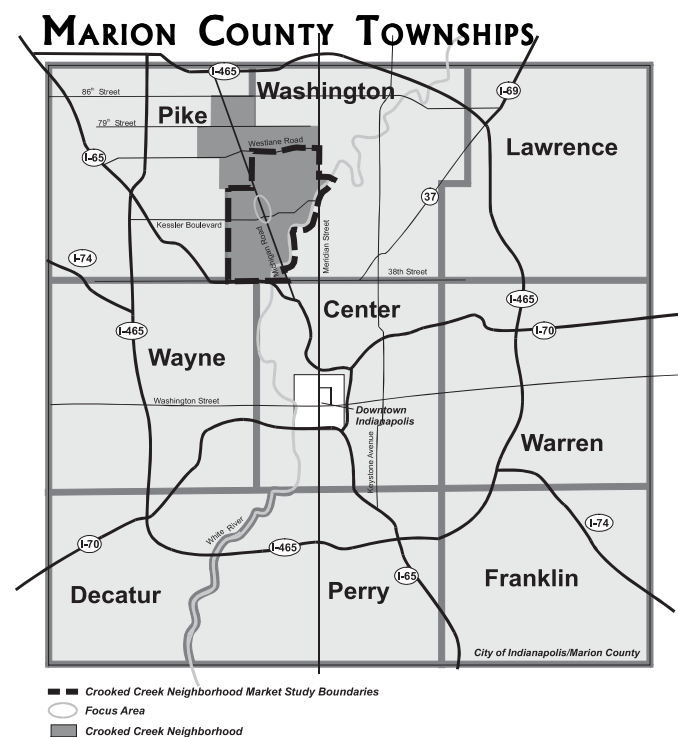


The specific area under study (focus area) for potential commercial development is the Michigan Road corridor from 61st Street on the north to Kessler Boulevard/56th Street on the south. However, for market analysis purposes, a larger trade area was defined in which to collect data. Trade areas are particularly important when analyzing retail and commercial services market potential. A trade area is the geographic area that provides a customer base for a business, commercial district, or shopping area. Trade area boundaries are defined by many factors including business/center type, accessibility, physical and psychological barriers, location of competitors, distance and drive time, proximity to transportation corridors, and population density. Customers residing closest to a retail site will affect it most profoundly, with customer influence decreasing gradually as the distance increases. A primary trade area is the area from which a commercial center obtains its largest share of repeat sales.

The study area boundaries were used to define the primary trade area and the demographic composition and retail spending for this area provides the foundation for this market overview. The Crooked Creek Neighborhood study area is roughly bound by 71st Street/Westlane Road to the north, the White River to the east, 38th Street to the south, and Township Line/Lincoln Road to the west (see map on page 15).

NEIGHBORHOOD BOUNDARIES AND CHARACTERISTICS

An area's location is the most important property characteristic affecting its market value. The Crooked Creek Neighborhood is located in Washington Township, the north central section of Indianapolis. With approximately 34,000 vehicles passing by each day, the neighborhood's main north-south thoroughfare is Michigan Road—the oldest north-south highway in Indiana and the focus area for this study. Kessler Boulevard is the neighborhood's primary east-west connector street, with 15,000 to 17,000 vehicles traveling daily. As mentioned earlier, the Michigan Road focus area boundaries are 61st Street to the north and Kessler Boulevard/56th Street to the south. The distance between these two boundaries is approximately one-half mile. The focus area is not limited just to properties fronting Michigan Road, immediately adjacent areas that are influenced by the corridor are also considered in this study.



"Michigan Road is a major road that extends northwest from [D]owntown Indianapolis through Washington and Pike Townships to the Hamilton County Line. It supports a high level of traffic from downtown to the more suburban Pike Township and has recently undergone a widening project to increase its capacity for additional traffic. Land use around the road reflects its significance to Marion County. Development of commercial and residential lots has exploded over the past ten years. As such, it is important to ensure that development will be implemented effectively through a careful inspection of different characteristics of the corridor." *Michigan Road Corridor Plan*. City of Indianapolis, 1998.

The Michigan Road corridor is a front-door to the Crooked Creek Neighborhood as well as surrounding areas. Michigan Road is traveled daily by commuters and is a high profile thoroughfare in the City of Indianapolis. As a mixed-use corridor, Michigan Road hosts a variety of uses—from residential to commercial to industrial to institutional. Once the location of thriving neighborhood commercial retail, the focus area now features sporadic commercial uses in nondescript buildings that are often times inappropriate for the current type of use. Recent retail additions include gas stations and a drug/convenience store—uses that cater to and capitalize on the high traffic counts. Other uses include several historic homes, a light industrial business park, a construction company, City Parks Department, churches, day care centers, professional offices, dry cleaners/laundromat, takeout restaurants, and several auto-related services. Also contributing to the physical landscape of the focus area (towards its southern boundary) is Crooked Creek, a tributary to Lake Sullivan and White River. Although it somewhat restricts development opportunities, the creek is a natural amenity to the area.

The focus area's community anchor is the Crooked Creek Elementary School at the northwest corner of the Kessler Boulevard and Michigan Road intersection. Crooked Creek Elementary School is a "Four Star Indiana School;" meaning, that in terms of Indiana Statewide Testing for Educational Progress (ISTEP) scores and attendance, it is in the top 25% of all schools in the State of Indiana. The school's location is one of the oldest locations for a school in Washington Township; the site on which Crooked Creek Elementary School currently stands has been home to a school building since 1837. The present facility was opened for the 1985-86 school year. Current enrollment for the 2003-2004 academic year is 500 kindergarten through fifth grade students.



The Crooked Creek Elementary School has been an institutional anchor along Michigan Road for many years.

NEIGHBORHOOD LIFE CYCLE

The Crooked Creek Neighborhood and its environs are growing, but at a rate slightly less than the City of Indianapolis and significantly less than the Indianapolis Metropolitan Statistical Area (MSA). The neighborhood is in a period of diminishing demand due to a greater demand in other areas of Indianapolis, such as the northern suburban areas. This becomes evident when looking at the area retail/commercial development and uses. Outside of the focus area, significant, but aging retail nodes exist along Michigan Road from 79th to 71st Streets. However, newer retail uses have clustered around the intersection of 86th Street and Michigan Road, near high residential growth areas.

Crooked Creek homes are primarily in good condition. Nearly 63% of the Crooked Creek Neighborhood's housing stock (7,762 units) was constructed before 1969; approximately 9%, or 690 homes, has been constructed since 1990. Almost 63% of homes in the Crooked Creek Neighborhood are owner-occupied. This statistic is higher than the approximate 59% homeownership rate in Indianapolis, but lower than the MSA homeownership rate of 68%. It is the sentiment by many that the Crooked Creek Neighborhood is an older population, in terms of both age as well as tenure in the neighborhood. When looking at the demographic data, the median age for this area is older than the median age for Indianapolis (37 years versus 34 years, respectively) and 15% of the population is over 65 years old whereas Indianapolis is 11%. Crooked Creek's older population is growing faster than Indianapolis

with a 1990 to 2000 percent change of 3.4% and 2.7%, respectively. More than 12% of residents have lived in their Crooked Creek homes since 1969 or earlier. However, the median year of households moving into the neighborhood does not reflect the relocation patterns of an older population. The median year is 1995, more than half of Crooked Creek residents have lived in the area for less than ten years. All of these statistics, together, indicate that while Crooked Creek residents are slightly older and have lived in the area slightly longer than average, that difference is not great.



The majority of homes in the Crooked Creek Neighborhood are well maintained and in good condition.

With the further development of suburban areas (e.g. Pike Township) to the north and west of the focus area, it can be concluded that traffic along Michigan Road is likely to increase and therefore the focus area, and the Crooked Creek Neighborhood, will become more regionally visible. The residential neighborhoods, along with the Michigan Road commercial area, are becoming a nexus for new and old populations. To that end, development and marginal/transitional commercial uses and structures are likely to shift over time as the demand increases for commercial property. It is important to keep this in mind as the short- and long-term recommendations are prepared.

NEIGHBORHOOD DEMOGRAPHICS AND INFLUENCES

The residential composition of the Crooked Creek Neighborhood is generalized as “middle class.” The overall population is distributed among five consumer categories as defined by ESRI Business Information Solutions. This customer categorization, or Tapestry Area Profile, is a segmentation system used to classify U.S. neighborhoods based on their socioeconomic and demographic composition. Segments are combined to identify 12 “LifeMode” summary groups with similar consumption and demographic patterns and 11 “Urbanization” summary groups with similar density. The Tapestry Area Profile compares the top 20 local market segments, ranked by household percentage, to their national counterparts. Tapestry segmentation is used by retailers to identify their customers; evaluate current and potential sites; target direct mail campaigns; product development; expand sales territories; plan media campaigns; and target advertising by segment.

The top five segments identified for the Crooked Creek primary trade area are (general descriptions as reported by ESRI Business Information Solutions):

1. Inner City Tenants – 18.9% of Crooked Creek Neighborhood residents
“Inner City Tenants are a multistoried microcosm of urban diversity. This multicultural market consists of renters in mid- to high-rise apartments. The population is young with a median age of 27.9 years, and the household composition reflects their youth. Single persons and shared households make up a large segment of this market (45% of all households).”
2. Prosperous Empty Nesters – 18.3% of Crooked Creek Neighborhood residents
“A third of this population is age 55 or older with no children living at home. These well-educated married couples are shedding their childrearing responsibilities for a prosperous retirement. Their median income of more than \$64,000 will support their current lifestyle of travel and home improvement. They are investing prudently for the future.”

3. **Metropolitans – 14.9% of Crooked Creek Neighborhood residents**
 “Metropolitans favor city living in older neighborhoods populated by singles or childless couples. Housing includes an eclectic mix of single- and multi-family structures with home values ranging between \$100,000 and \$200,000. Residents include both generation Xers and retirees; they are fairly prosperous with median household incomes of more than \$53,000.”
4. **Main Street, USA – 8.5% of Crooked Creek Neighborhood residents**
 “Main Street, USA slices America’s population down the middle: families with a growing mix of single households (household size of 2.53 people) and a median age of 35.9 years. They earn a comfortable middle income with a median of \$48,000 and own older, single-family houses with a median home value of \$148,500. They are the suburban incumbents of smaller metropolitan cities across the United States.”
5. **Family Foundations – 8.0% of Crooked Creek Neighborhood residents**
 “Family is the cornerstone of life in these small urban neighborhoods that are found in large metropolitan areas. Married couples, single parents, grandparents, and young and adult children populate these neighborhoods. Family Foundations residents live in row houses or detached, single-family houses that were built before 1960. There is a gradual decline in population but little turnover in the neighborhoods. Unemployment is above average, although 30% have completed some college.”

Below are several tables and graphs that illustrate the demographic and economic conditions of the Crooked Creek Neighborhood.

Table 1. Population Snapshot

	Crooked Creek Neighborhood	1990-2000 Annual Rate Change	Indianapolis City	1990-2000 Annual Rate Change
Population Characteristics				
Total Population	18,684	0.68%	781,870	0.54%
Total Households	7,366	0.82%	320,107	0.80%
Family Households	67.0%	0.19%	60.2%	0.11%
Non-Family Households	33.0%	2.27%	39.8%	2.0%
Total Families	4,936	0.19%	192,754	0.11%
Married Couple Families	46.6%	-0.98%	40.6%	-0.66%
Other Family (no spouse)	20.4%	3.64%	19.6%	2.2%
Average Household Size	2.5	-0.16%	2.39	n/a
Average Family Size	3.02	0.0%	3.04	-0.10%
Median Age	37.1	0.16%	34.0	n/a
Median Household Income (1999)	\$45,585	1.57%	\$45,548	5.7%
Average Household Income (1999)	\$60,068	1.56%	\$52,147	4.5%
Per Capita Income (1999)	\$23,979	1.87%	\$21,640	4.9%
Below Poverty Level	8.9%	2.22%	11.9%	3.4%

In 2000, 18,684 people lived in the Crooked Creek Neighborhood. This population has increased 7.0% since its 1990 population of 17,455, or at an annual rate of 0.68%. The rate of growth is projected to slow to an annual rate of 0.57% from 2003 to 2008. By 2008, the Crooked Creek residential population is expected to be approximately 19,688. Using 2000 data, 18,684 people comprised 7,366 households—approximately 67% of these households are family households. Of the family households, 46.6% are married-couple families. The number of households in the Crooked Creek Neighborhood increased at an annual rate of 0.82% during the 1990, while the rate of family households increased 0.19% per year. Paralleling this, the average household size continued to decrease throughout this time period while the average family size remained stagnant.

The average household income in the primary trade area is \$60,068 (1999), an increase of 15.6%¹ since 1989, which does not account for inflation. This average is higher than the Indianapolis average of \$52,147, due to the presence of a few very affluent households living in the Crooked Creek Neighborhood. The median and per capita incomes are more indicative of a community's economic status. The median household income (meaning that half the population is earning more than this amount, half is earning less) is \$45,585 (1999), a 15.7%² increase from 1989. The per capita, or per person, income is \$23,979³. The City of Indianapolis reports a per capita income of \$21,640 and the State of Indiana reports a per capita income of \$20,397. By comparison, the Crooked Creek Neighborhood's earnings are above the City and State averages by 9.75% and 14.9%, respectively. Approximately 9% of the Crooked Creek population lives below the poverty level, many are non-family households. The City poverty rate is 12% and the State poverty rate is 9%.

Table 2. Housing Characteristics

	Crooked Creek Neighborhood	1990-2000 Annual Rate Change
Housing Characteristics		
Total Housing Units	7,704	0.71%
Occupied Units	95.6%	0.82%
<i>Owner Occupied Units</i>	<i>62.6%</i>	<i>0.66%</i>
<i>Renter Occupied Units</i>	<i>33.0%</i>	<i>1.14%</i>
Vacant Units	4.4%	-1.44%
<i>For Rent</i>	<i>2.4%</i>	<i>-3.51%</i>
<i>For Sale</i>	<i>0.7%</i>	<i>-0.38%</i>
Single-Family Detached	58.3%	-0.19%
Multi-Family Attached	31.5%	n/a
Mobile Home	0.3%	22.05%
Median Home Value	\$121,046	3.84%
Average Home Value	\$151,916	4.38%
Median Rent	\$570	3.74%
Average Rent	\$563	3.35%

¹ Average household income growth rate does not consider inflation.

² Median household income growth rate does not consider inflation.

³ Per capita income growth rate does not consider inflation.

There are 7,704 housing units in the primary trade area, 95.6% of these units are occupied leaving a 4.4% vacancy rate, which has decreased slightly since 1990 (5%). These housing units are 63% owner occupied and are mostly single-family, detached structures (58%). The median value for owner occupied units is \$121,046; by comparison, the median value for Indianapolis owner occupied units is \$98,200. The median rent for renter occupied units is \$570 per month; median rent in Indianapolis is \$486. Home values are greater in the Crooked Creek Neighborhood than in many other neighborhoods throughout the City. Both median and average home values increased in during the 1990s and values are expected to increase from 2000 to 2010.

The percentage of high school graduates residing in the Crooked Creek Neighborhood (88.6%) is higher than the Indianapolis and Indianapolis MSA high school graduation rates of 81.2% and 83.9% respectively. Approximately 36% of Crooked Creek residents have a Bachelor's degree or higher. By comparison, 25.3% of the Indianapolis population has a Bachelor's degree or higher and 25.8% of the Indianapolis MSA population has a Bachelor's degree or higher. More than 27% of the Crooked Creek Neighborhood is currently enrolled in school (preschool through graduate school), with 64% of students in elementary, middle, or high school.

Table 3. Education

	Crooked Creek Neighborhood	1990-2000 Annual Rate Change
Educational Attainment (highest level achieved, age 25+)		
Total	12,408	0.47%
<i>No Diploma</i>	<i>11.3%</i>	<i>-0.81%</i>
<i>High School Graduate</i>	<i>24.2%</i>	<i>0.73%</i>
<i>Some College (no degree)</i>	<i>23.1%</i>	<i>0.51%</i>
<i>Associate's Degree</i>	<i>5.2%</i>	<i>-0.60%</i>
<i>Bachelor's Degree</i>	<i>21.2%</i>	<i>1.88%</i>
<i>Master's/Professional/Doctorate Degree</i>	<i>15.0%</i>	<i>-0.17%</i>
School Enrollment (Age 3+)		
Population Enrolled in School	5,101	0.64%
<i>Nursery/Preschool</i>	<i>13.0%</i>	<i>16.37%</i>
<i>K -12</i>	<i>64.3%</i>	<i>6.15%</i>
<i>College</i>	<i>22.7%</i>	<i>0.9%</i>

Employment and Business Climate

Educational attainment is tied closely with earnings and occupation. As mentioned earlier, the Crooked Creek Neighborhood has a median household income of \$45,585 and a per capita income of \$23,979. Indianapolis reports a median household income of \$45,548 and a per capita income of \$21,640. The higher income levels of this area can be attributed to the higher high school and college graduation rates, when compared to Indianapolis. Nearly 10,000 residents in the Crooked Creek Neighborhood are in the labor force. In 2000, the unemployment rate for this area was 3.5%. Figure 2 and Table 5 below indicate the types of jobs held by area residents. More than 37% work in a management or professional occupation. Approximately 19% work in administrative support with 15% in services and

10% in sales. A relatively small percentage of Crooked Creek residents work in construction, maintenance, production, or transportation. In terms of industries employing Crooked Creek residents, the services industry employs 44% of working residents, with the retail (12%) and manufacturing (11%) sectors employing a significant, but considerably less portion of the labor force. Crooked Creek residents can be generalized as educated, white collar, and middle class.

Figure 1. Educational Attainment

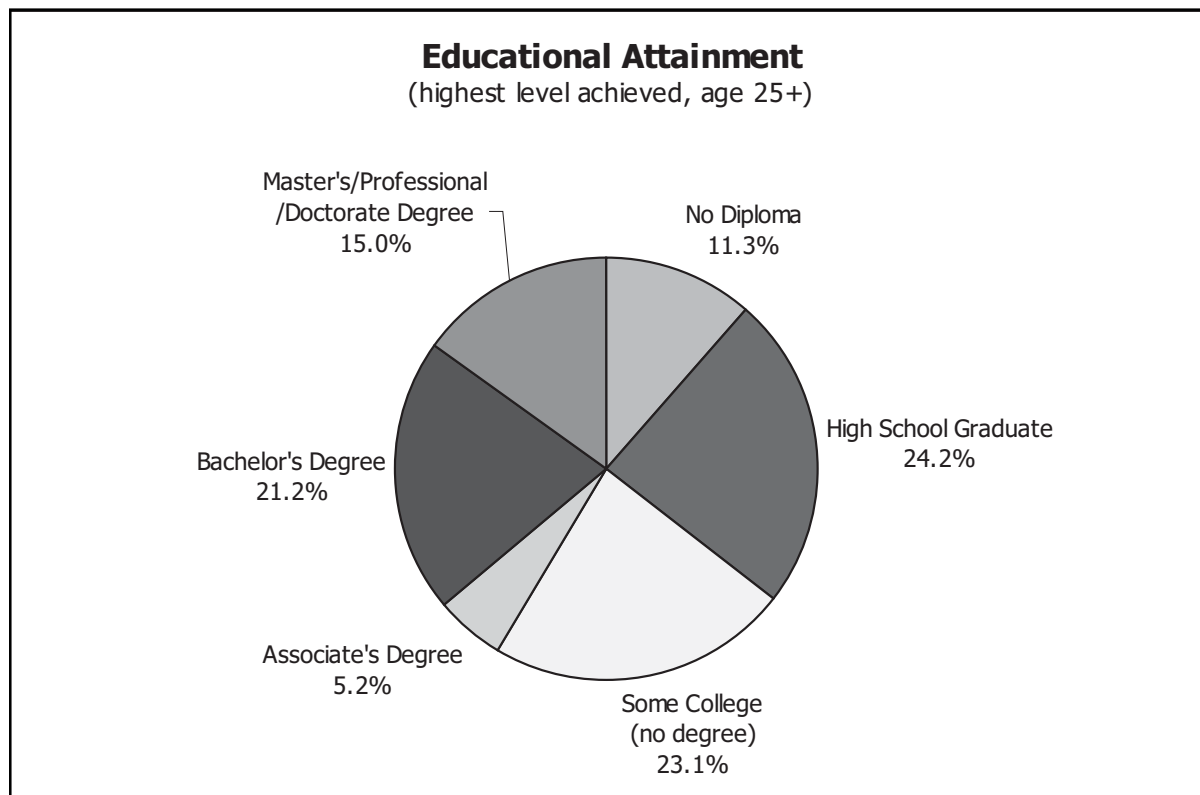


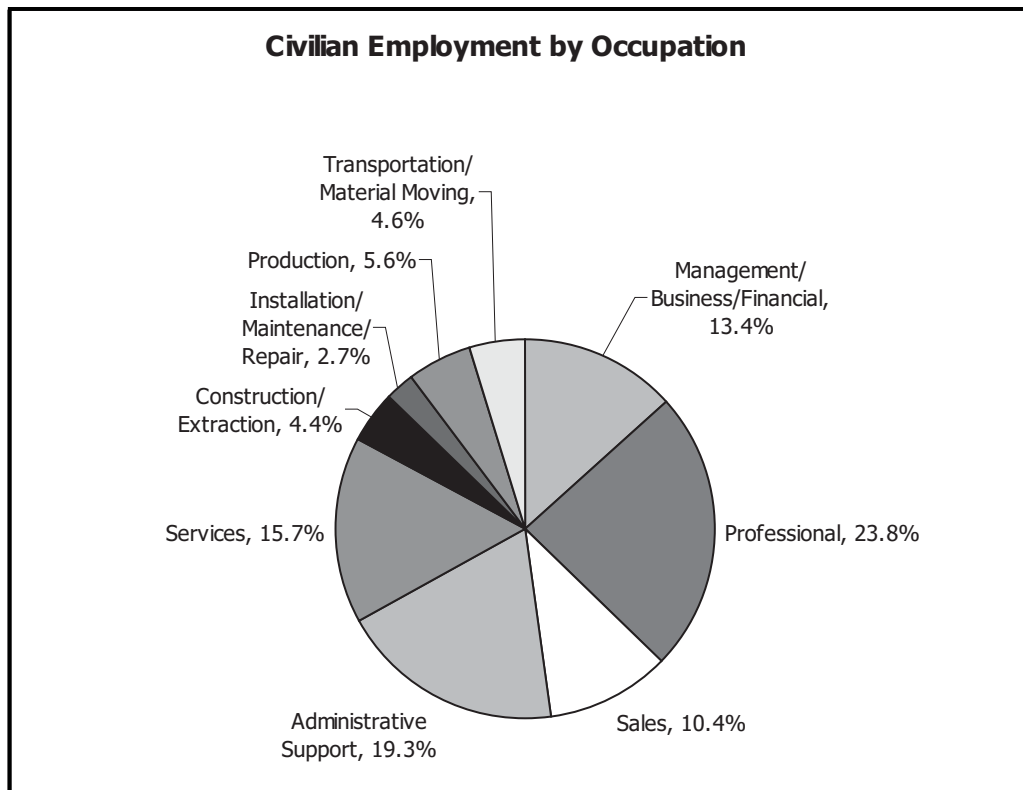
Table 4. Employment

	Crooked Creek Neighborhood	1990-2000 Annual Rate Change
Employment Status (age 16+)		
Total in Labor Force	14,574	0.54%
% Total in Labor Force	67.6%	0.49%
<i>Civilian Employed</i>	<i>64.1%</i>	<i>0.29%</i>
<i>Civilian Unemployed</i>	<i>3.5%</i>	<i>6.17%</i>
Not in Labor Force	32.4%	0.63%

Table 5. Employment Occupations

Crooked Creek Neighborhood	
Civilian Employment by Occupation	9,612
Management/Business/Financial	13.4%
Professional	23.8%
Sales	10.4%
Administrative Support	19.3%
Services	15.7%
Construction/Extraction	4.4%
Installation/Maintenance/Repair	2.7%
Production	5.6%
Transportation/Material Moving	4.6%
Civilian Employment by Industry	9,611
Agriculture/Mining	0.5%
Construction	5.4%
Manufacturing	11.4%
Wholesale Trade	3.0%
Retail Trade	12.3%
Transportation/Utilities	6.9%
Information	3.9%
Finance/Insurance/Real Estate	7.6%
Services	44.4%
Public Administration	4.7%
Means of Transportation to Work	9,187
Drove Alone - Car, Truck, or Van	81.9%
Carpooled - Car, Truck, or Van	12.2%
Public Transportation	1.5%
Walked	0.7%
Other Means	0.8%
Worked at Home	3.0%

Figure 2. Employment



The average travel time to work for Crooked Creek residents is 22.1 minutes. The Michigan Road corridor, in particular the focus area, offers few employment opportunities. It can be assumed that most of the area's residents do not work near where they live, especially when 81.9% of the residents have a commute that ranges from 10 to 34 minutes and drive alone in a vehicle to work. It is interesting to note that between 1990 and 2000, Crooked Creek resident use of public transportation increased fourfold from 179 to 1,006 residents who use public transportation as a primary means of travel to work. This could indicate working households do not have access to personal transportation, indicated by the Census data. The number of households without cars has increased from 306 households to 433. In addition, the 1990s saw single-car families increase by 20.6% but two-car families decreased by 4.9%. The increase in public transportation use could also indicate possible public transportation system improvements in the area.

Nearly 2,000 people are employed by 233 businesses within the Crooked Creek Neighborhood boundaries. More than 79% of the area labor force work for services businesses, in particular "Education Institutions & Libraries." In addition, 56% of the business establishments are in the services industry, which means each service business employs, on average, 11 people. Secondary industries include retail trade and finance, insurance and real estate industry. On average, they employ 5.2 and 4.8 employees, respectively. Combined, they represent 78% of all businesses and employ 93% of employees within the primary trade area (see Table 6).

Table 6. Business and Employment Types

	Crooked Creek Neighborhood	
	Businesses	Employees
Largest Employment Sources		
Agriculture & Mining	5	5
Construction	13	20
Manufacturing	6	8
Transportation	5	15
Communication	1	5
Electric, Gas, Water, Sanitary Services	0	0
Wholesale Trade	11	61
Retail Trade Summary	28	146
Finance, Insurance, Real Estate Summary	24	114
<i>Real Estate, Holding, Other Investment Offices</i>	22	112
Services Summary	130	1511
<i>Health Services</i>	6	312
<i>Education Institutions & Libraries</i>	12	635
<i>Other Services</i>	94	495

COMMUNITY INPUT

Three significant forms of community input/participation techniques were employed throughout this study: 1) stakeholder interviews, 2) focus group discussion, and 3) resident surveys. These techniques attempted to gather information on consumer habits, needs, and retail likes/dislikes of neighborhood residents. Additionally, the techniques attempted to gain basic economic and social information from residents in order to validate or challenge the demographic profile presented by ESRI Business Information Solutions.

1. Stakeholder Interviews – 12 participants

Throughout the planning process, the project team interviewed 12 key stakeholders in the Crooked Creek Neighborhood representing neighborhood leaders, residents, business and property owners, churches, and developers. There was strong consensus among the interviewees pertaining to the current condition and potential of the Crooked Creek Neighborhood commercial development. The key findings are shown below:

- The strengths of the neighborhood are perceived to be its community organization, diversity, convenient location, history, and the aesthetics of its trees and Crooked Creek.
- The primary weakness of the neighborhood is the traffic levels and speed on Michigan Road, combined with the lack of sidewalks, making this a pedestrian unfriendly area. Turnover in retail businesses was also noted, as were the safety/desirability of the existing retail uses Michigan Road Liquors and Celebration Fireworks.

- The retail uses that are lacking in the area are a grocery store, restaurants, library branch, coffee shop, hardware store, and miscellaneous retail stores.
- Nearly all concurred that the focus area is the appropriate site for new businesses to open. Most would prefer to see independently-owned, village-type retail stores go in, as opposed to chains, if feasible.

2. *Focus Group Discussion – 12 participants*

On February 26, 2004, a focus group discussion was conducted at the Crooked Creek Baptist Church with 12 neighborhood residents. The discussion was audio tape recorded. Comments during the focus group discussion echoed the sentiments expressed during the stakeholder interviews. Key focus group findings include:

- Concurrence with the stakeholders that the strengths of the area are its diversity, location, history, and aesthetics. There has been positive movement lately, with the expansion of Juan Solomon Park and the continued progress toward the multi-purpose paths.
- Concurrence with the stakeholders on the key weaknesses of the area: Michigan Road is a pedestrian-unfriendly corridor and Michigan Road Liquors and Celebration Fireworks are undesirable corridor tenants. Although Gillum's is missed, focus group participants noted that this key site could be developed to take advantage of the beautiful view of the creek to the west.
- All would like to see the library branch constructed. A family restaurant, not fast food, is strongly desired. Other desirable retail categories mentioned included a hardware store, bank, post office, flower shop, bakery, bike shop, and professional offices. It was suggested that all of these categories could be housed in a small center of 25,000 to 30,000 square feet.
- Indication that the best commercial development site is Michigan Road between 61st Street and Kessler Boulevard, particularly along the corridor's west side. There is strong interest in the possibility of developing the Interurban as a pedestrian and bike path (ala the Monon Trail) along the western edge of the focus area.

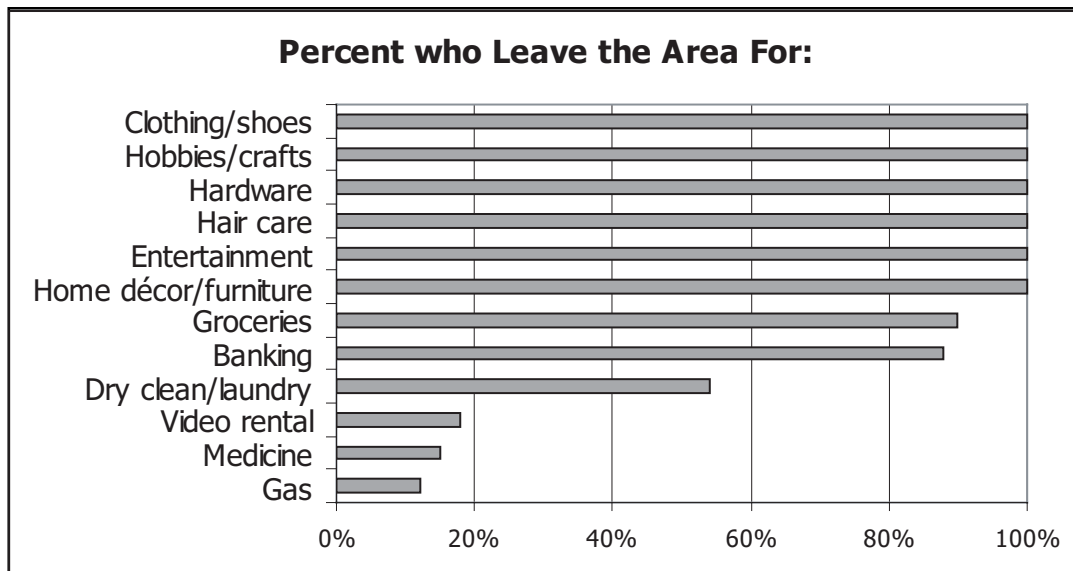
3. *Resident Surveys – 28 completed*

A resident survey was distributed to 100 households in the Crooked Creek Neighborhood. This survey was gathered information on the spending habits and the retail likes/dislikes of neighborhood residents. With 28 returned surveys, the 28% return rate is adequate; however, it is important to note that this is only 28% of the distributed surveys, not 28% of the neighborhood households.

The demographic characteristics of survey respondents mostly reflect the demographic composition of the neighborhood. Most are employed in executive/managerial or professional positions. Due to the convenient location of the Crooked Creek Neighborhood, employment of survey respondents is spread throughout Marion County and beyond. All who completed a survey own their home, with an average of 3.2 persons per household. Respondents are an average of 48 years of age, evenly split between males and females, and most are Caucasian. The average household income of survey respondents is \$97,000, which is significantly higher than the average for all area households in 1999 of \$60,068. Key survey findings include the following:

- There is a significant leakage of retail dollars from the Crooked Creek Neighborhood, for most categories except gas/auto products, drug stores, and video rental. This indicates that when there are retailers in the area (BP, Shell, Speedway, Walgreen's, and Blockbuster), they will be

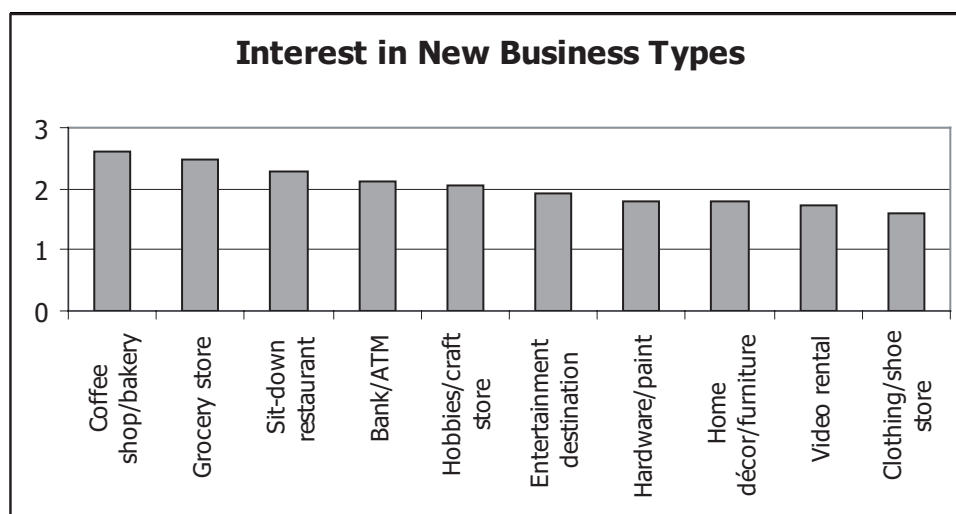
Figure 3.



patronized by area residents.

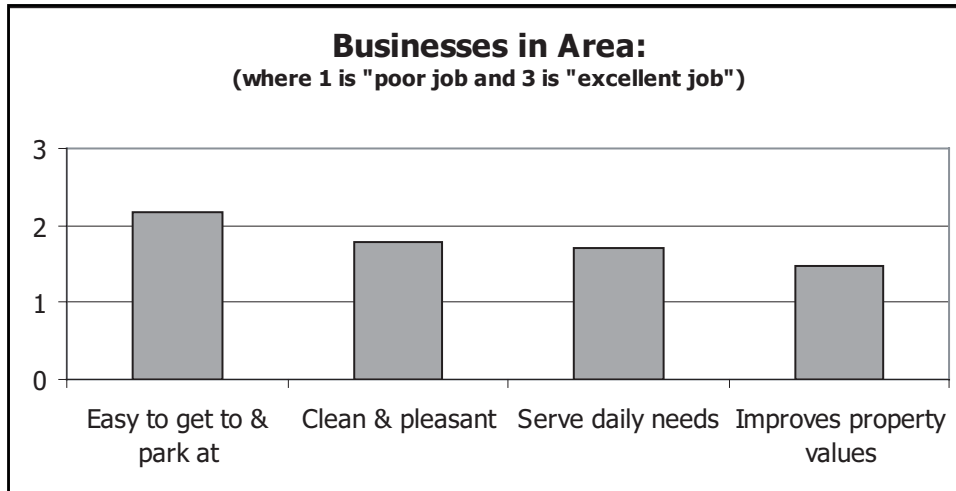
- It is interesting to note that in two instances with two retail types, laundry/dry cleaning and hair salons, most residents leave the area in spite of the fact that there are two dry cleaners and numerous hair salons in the Crooked Creek Neighborhood. This would indicate that these local establishments are not adequately meeting the needs of the neighborhood residents.
- In response to the open-ended question about what types of retail/commercial uses should be added to the area, the library branch was the leading request. Retail categories indicated as most needed are shown below, led by grocery and restaurant uses.

Figure 4.



- In terms of the current business conditions and operations, most survey respondents indicated that businesses along Michigan Road do not meet their daily shopping needs; do not provide a clean and pleasant space; and do not positively affect their property values. However, most indicated that the businesses are relatively easy to access and parking is sufficient.

Figure 5.



CONCLUSIONS

- The Crooked Creek Neighborhood is a stable neighborhood with demographic characteristics indicating that its strengths lie in its diverse, well-educated population who earn incomes above the Indianapolis median and own homes valued more than the Indianapolis median.
- Market indicators, which include neighborhood demographics, current spending levels, local purchasing power, and future spending potential, suggest that retail development in the focus area is feasible.
- New retail opportunities in the focus area have the ability to recapture and retain some of the local dollars by capitalizing on the neighborhood's strong market and its strategic position along a major commuter thoroughfare.
- Businesses in the focus area do not meet the shopping needs of Crooked Creek Neighborhood residents. As evident in the success of Walgreens, area residents are likely to patronize a neighborhood establishment if it provides quality goods and services. In particular, residents are interested in the addition of a coffee shop, restaurant, small specialty grocery store/market, and bank.

Opportunities & Strategies

NEIGHBORHOOD PURCHASING POWER

Many communities struggle with revitalizing an aging commercial corridor or strip. As populations have shifted and commercial development has followed residential development, many once-vibrant commercial centers are now abandoned and underutilized. This is the case for the Michigan Road corridor. In particular, this is the case for Michigan Road between 61st Street and Kessler Boulevard/56th Street, the focus area in this study.

Typically in revitalization efforts for traditional commercial centers, such as a downtown, there is an existing fabric from which to build. There is a clear physical sense about the types of former commercial uses and the building stock is often historic, setting the context for future development and redevelopment. Remnants of Michigan Road's commercial heyday are not obvious in the focus area; although it has been noted that the intersection of 60th Street and Michigan Road was once the community retail hub for the Crooked Creek Neighborhood. Over time, retail development shifted to the west (Georgetown Road) and to the north (where Michigan Road intersects 71st Street/Westlane Road, 79th Street, and, most recently, 86th Street). In addition to the focus area, the Michigan Road retail nodes at the 71st Street/Westlane Road and 79th Street intersections are also suffering from disinvestment and plagued with vacant commercial structures, partially due to the commercial development along 86th Street.

Unlike other declining commercial areas, the Crooked Creek Neighborhood is not suffering from a declining population or low income households. In fact, the Crooked Creek Neighborhood experienced modest growth during the 1990s, and this growth rate is expected to continue through to 2008. Median and average household incomes also increased during the 1990s and are expected to continually increase through 2008. There is not an inordinate amount of vacant homes or a high percentage of renters in the Crooked Creek Neighborhood. Michigan Road is a primary commuting thoroughfare in Indianapolis, and the high traffic count (approximately 34,000 vehicles per day) serves to support this statement. In summary, Crooked Creek Neighborhood residents have disposable incomes that allow them to spend on various types of goods and services. These spending patterns, coupled with the high traffic count, are attractive to retailers.

To determine the Crooked Creek Neighborhood purchasing power, two methods were used: 1) data from ESRI Business Information Solutions, showing a calculation of the retail potential for various retail categories defined by the North American Industry Classification Systems (NAICS), and 2) Census of Retail Trade for the last year it was published (1997), to document the percentage of Indianapolis-area households' aggregate income that was actually spent by retail categories (also using the NAICS system of categorizing retail). These two methods were very similar in estimating the total purchasing power for the Crooked Creek Neighborhood of more than \$155 million in 2003. This retail potential is shown in the table below, by retail category.

Table 7. Neighborhood Purchasing Power by Retail Category

<u>Retail Category</u>	<u>Current Spending</u>
General merchandise	\$34,879,300
Furniture & home furnishings	\$5,035,600
Electronics & appliances	\$5,734,800
Building materials & garden	\$8,784,900
Food & beverage (at home)	\$35,188,300
Food away from home	\$35,548,200
Health & personal care	\$9,311,600
Clothing & accessories	\$11,297,600
Sports/hobby/books/music	\$4,591,600
Miscellaneous retailer	<u>\$5,081,000</u>
TOTAL	\$155,452,900

Source: ESRI Business Information Solutions

The spending potential index (SPI) from ESRI Business Information Solutions compares the average expenditure of a product or service locally to the average amount spent for the product or service nationally. The market potential index (MPI) measures the relative likelihood (or potential) of households in the specified trade area to exhibit certain consumer behavior or purchasing patterns compared to the U.S. average. With both the SPI and the MPI, a value of 100 represents the national average. A value greater than 100 indicates higher than average spending or market potential; an index less than 100 indicates lower spending or market potential (relative to the U.S. average). For instance, an index of 120 shows that average spending by consumers in the trade area is 20% higher than the national average; an index of 85 shows that average spending in the trade area is 15% lower than the national average. This information is based on the Bureau of Labor Statistics' Consumer Expenditure Interview Survey. Spending patterns are differentiated by socioeconomic characteristics and geography. They are updated to current pricing using the Consumer Price Index.

When looking at the current spending (SPI) and the potential spending (MPI) of the Crooked Creek Neighborhood households, both indices are at or above the national averages for most retail categories. In particular, the SPI for "Apparel and food away from home" (i.e. restaurants) is 21% above the national spending level for these goods and services. Furthermore, the potential for additional spending (MPI) for these same retail categories is a few percentage points about the U.S. average.

Table 8. 2003 Consumer Spending

<u>Retail Category</u>	<u>SPI</u>
Apparel & services	121
Computer & accessories	100
Education	103
Entertainment & recreation	102
Food at home	120
Food away from home	121
Health care	96
HH Furnishings & equipment	107
Investments	116
Retail goods	106
Shelter	101
TV/video/sound equipment	98
Travel	100
Vehicle maintenance & repairs	99

Source: ESRI Business Information Solutions

REDEVELOPMENT DIRECTIONS: MARKET/ECONOMIC CONSIDERATIONS

One common question that has surfaced throughout this planning process is—*Why is Michigan Road unsuccessful as a retail corridor in the Crooked Creek Neighborhood?* Three possible answers have come out of this planning effort: 1) there is significant competition within a relatively short distance in all directions (north, south, east, and west); 2) land needed to create a critical mass of retail development is limited in availability; and 3) current zoning is incongruent with desirable commercial development, and codes are not enforced. It is the intent of the *Crooked Creek Neighborhood Market Study* to address these possible causes through thoughtful application of an economic development strategy that capitalizes on the area market strengths.

Results from the market analysis indicate that Crooked Creek Neighborhood residents have a propensity to spend, and they do so outside of their neighborhood. The information presented in the next few pages highlights area residents' spending and the resulting neighborhood sales leakages (or gap), where local resident dollars are spent elsewhere for various types of goods and services. The spending potentials are matched with the current sales leakages to identify future retail opportunities in the Crooked Creek Neighborhood with regard to the market constraints.

Table 9. Inventory of Retail Supply and Sales

<u>Retail Category</u>	<u>No. of Establishments</u>	<u>Estimated Sales</u>
General merchandise	0	\$0
Furniture & home furnishings	0	\$0
Electronics & appliances	1	\$400,000
Building materials & garden	0	\$0
Food & beverage (at home)	4	\$10,700,000
Food away from home	15	\$6,000,000
Health & personal care	7	\$6,900,000
Clothing & accessories	4	\$1,500,000
Sports/hobby/books/music	1	\$530,000
Miscellaneous retailer	4	\$1,200,000

The supply of retail stores in the neighborhood was inventoried, again using two methodologies. Data was purchased from ESRI Business Information Solutions about establishments in the area, and a "windshield survey" was conducted to record the number of retail businesses by category. The "windshield survey" recorded more establishments than the ESRI data, so this was the number of establishments that was used for this analysis.

An estimate was then made of the sales by establishment, using national standards published in the Urban Land Institute's *Dollar & Cents of Shopping Centers*. Table 9 above shows the inventory of retail establishments by category, along with their estimated sales.

With this information, it is possible to compare the retail potential of the Crooked Creek Neighborhood with the current sales, to show the retail gaps that exist. A "retail gap" exists where there is the potential for spending in a particular retail category, but there are not enough establishments to fulfill that need, forcing residents to spend outside the area. Although there are many such gaps, not all retail types with a gap indicate a potential for retail development or are appropriate for the Crooked

Table 10. Retail Gaps in Neighborhood

<u>Retail Category</u>	<u>Approximate Gap</u>	<u>Appropriate for Neighborhood</u>
General merchandise	\$34,879,300	No
Furniture & home furnishings	\$5,035,600	No
Electronics & appliances	\$5,434,800	No
Building materials & garden	\$8,784,900	No
Food & beverage (at home)	\$24,488,300	Yes
Food away from home	\$29,548,200	Yes
Health & personal care	\$2,411,600	Yes
Clothing & accessories	\$9,797,600	Yes
Sports/hobby/books/music	\$4,061,600	Yes
Miscellaneous retailer	\$3,881,000	Yes

Creek Neighborhood. One reason for this is that some retail uses, such as “General merchandise,” would require a significant amount of land that is not available in the neighborhood. Another significant reason is that those “General merchandise” stores are already located in close proximity to the neighborhood, in areas such as 86th Street to the north or 38th Street to the southwest, and therefore would not be inclined to open any new branch stores in the Crooked Creek Neighborhood. Table 10 shows the gaps, along with an assessment as to whether they are appropriate uses for the Crooked Creek Neighborhood to consider.

Any of the six categories of retail identified as appropriate, indicated in the table above, have the potential for being successful in the Crooked Creek Neighborhood, assuming that they are located in an area with good access, visibility, and a “critical mass” cluster with other complementary retailers.

- Food & beverage (at home)
- Food away from home
- Health & personal care
- Clothing & accessories
- Sports/hobby/books/music
- Miscellaneous retailers

From these gap calculations and the determination of appropriateness for the neighborhood, it is important to consider the physical direction(s) that the Crooked Creek Neighborhood could take in the commercial redevelopment process. The physical redevelopment of the Crooked Creek Neighborhood could be approached from either a planned or organic perspective and both approaches could be incremental. The planned approach would most likely require the redevelopment of a relatively large area or areas—entire blocks and/or minimum sites of four to eight acres (for an increment strategy) or several blocks with minimum sites of ten or more acres (for a more larger scaled development strategy).

The focus area’s physical redevelopment direction will depend on the types of desired retail and specific retailers. For instance, in the “Food away from home” category, the approximate retail gap indicates that this type of commercial use (e.g. grocery store or market) could succeed in the Crooked Creek Neighborhood and it is appropriate for the neighborhood. The local economic requirements for a grocery store or market are ostensibly fulfilled by the neighborhood population, based on current and future spending. Therefore, the likelihood of a grocery store or market locating in the focus area will depend on the amount of land available and the scale of the retailer. A full-

service grocery store, such as Kroger, is not likely to locate in the focus area due to land availability issues and other physical constraints. However, a smaller, specialty market will not have the same physical requirements as a full-service, larger store and may locate in the focus area if an appropriate site, with proper access and visibility, became available. The success level of any type of new, or existing, commercial use will depend upon the business model, market research, and marketing of each particular retailer.

Constraints pertaining to new commercial redevelopment in the Crooked Creek Neighborhood are not due to the market. Research findings indicate that this neighborhood supports numerous types of retail throughout the City and that local residents could support additional retail in the focus area. However, the physical configuration of commercial lots and circulation along Michigan Road presents a set of redevelopment restrictions. It is likely that these physical constraints have been the source of previous retail development challenges. The following table outlines types of commercial centers, as defined by the Urban Land Institute. When reviewing this table with the project's advisory committee, it became apparent that the "Neighborhood Center" is most conducive to neighborhood needs, market indicators, and physical constraints of the focus area. The "Neighborhood Center" concept can be applied in either incremental steps or in larger scaled planned developments.

Table 11. Characteristics of Shopping Centers

Type of Center	Leasing Tenant	Typical GLA (square feet)	General Range in GLA (square feet)	Usual Minimum Site Area (acres)	Minimum Population Support Required
Super Regional	3 or more full-line department stores	900,000	500,000 – 2 million	15 – 100 or more	300,000 or more
Regional	1 or 2 full-line department stores	450,000	300,000 – 900,000	10 – 60	150,000 or more
Community	Junior department store, large variety, discount, or department store	150,000	100,000 – 450,000	10 – 30	40,000 – 150,000
Neighborhood	Supermarket	50,000	30,000 – 100,000	3 – 10	3,000 – 40,000

Source: Urban Land Institute, Shopping Center Development Handbook (1999)

Additionally, a convenience shopping center was also identified as a likely candidate for the focus area. According to the Urban Land Institute, a convenience center "contains a group of small shops and stores dedicated to providing a limited range of personal services and sundries for customers making a quick stop. Typically, a convenience center is approximately 20,000 square feet of gross leasable area (GLA), but it does not exceed 30,000 square feet. Customers typically live near the center and walk or drive to it on the way to other activities." Usually requiring less than three acres of land, the convenience center is more likely to be applied in incremental steps.

REDEVELOPMENT DIRECTIONS: PHYSICAL CONSIDERATIONS

As previously mentioned, the Crooked Creek Neighborhood retail development potential is constrained more by its physical conditions rather than its market conditions. The following table addresses this issue by combining the amount of land necessary for various types of retail development with the neighborhood market potential and desires. As the table depicts, a big box community retail store is not likely to locate along Michigan Road between 56th and 61st Streets for several reasons: 1) although there is a great deal of purchasing power in the neighborhood, the Crooked Creek residential population cannot support this type of retail alone; 2) there is not a sufficient amount of contiguous land to meet the minimum development requirements; 3) Michigan Road is not equipped to handle the traffic demands; 4) the area is served by several large scale retail centers within a close proximity; and 5) this type of retail use is not desired by area residents. Realistically, focus area physical constraints limit land assembly to approximately nine contiguous acres, which is appropriate for a "Neighborhood Center." The table below indicates that a "Neighborhood Center" requires three to ten acres. This type of commercial development is more appropriate for the neighborhood, and the retail mix (e.g. market, pharmacy, bank, restaurant, etc.) meets residents' needs and desires.

Table 12. Physical and Market Considerations of Shopping Center Types

Development Type	Parcel Size		
	10 acres+	5 – 10 acres	1 – 5 acres
Community ("big box")	Market could potentially support (with commuting traffic & adjacent neighborhoods) Significant competition within 3 miles Insufficient land to build Use & character not desired by residents	No	No
Neighborhood	No	Market could potentially support Significant competition within 3 miles Sufficient land to build Opportunity for creative site planning, landscaping & decorative features Use & character desired by residents	Market could potentially support Significant competition within 3 miles Sufficient land to build Opportunity for creative site planning, landscaping & decorative features Use & character desired by residents
Convenience/Outlot	No	No	Market could potentially support Sufficient land to build Opportunity for desired convenience goods/ services Opportunity for creative site planning, landscaping & decorative features Use & character desired by residents

Table 13. Typical Retail in Shopping Centers

Development Type	Parcel Size	
	5 – 10 acres	1 – 5 acres
Neighborhood	Grocery store Pharmacy Restaurant (full service/fast food)	Market Pharmacy Restaurant (full service/fast food)
Convenience/Outlot		Restaurant (full service/fast food) Personal services (e.g. dry cleaners, hair salon) Medical services (e.g. doctor, dentist) Professional services (e.g. finance, insurance, real estate)

Also mentioned, a “Convenience Center” is suitable for the focus area. Requiring less than five acres, convenience retail development is more likely a short-term option, as compared to the “Neighborhood Center,” because it requires fewer acres and can be developed incrementally. “Convenience Centers” often feature restaurants, personal services, medical services, and professional services.

Development Directions Diagram

The retail hub of the Crooked Creek Neighborhood was once at the intersection of 60th Street and Michigan Road, anchored by a small grocery store, soda fountain, and hardware store. The *Crooked Creek Neighborhood Market Study* addresses potential strategies by identifying three sites that are appropriate for commercial redevelopment or retail reconfiguration. These three sites are defined on the “Development Directions” diagram after page 39. The diagram shows approximately 100 acres of land extending one city block east and west of Michigan Road between 56th and 61st Streets, the previously defined focus area.

Much like the entirety of the Crooked Creek Neighborhood, the focus area is primarily older commercial and civic uses interspersed with natural features of the Crooked Creek watershed. More recent investments are concentrated at the intersection of Kessler Boulevard and Michigan Road, which includes Walgreens, Shell and BP gas stations, and locally-owned Gillum’s Marketplace; Speedway gas station recently opened at the 60th Street and Michigan Road intersection. Crooked Creek intersects Michigan Road just north of Kessler Boulevard. It enters the focus area from the east, and exits to the south, just west of Michigan Road, joining the White River at 38th Street and Cold Spring Road.



Gillum’s Marketplace at the corner of Kessler Boulevard and Michigan Road is an example of recent investment in the focus area.

Natural and Recreational Amenities

Crooked Creek brings a natural element to the area including woodlands, wildlife and fish habitat, and flood control. The *Crooked Creek Neighborhood Market Study* outlines development strategies that embrace and enhance the natural features of the Crooked Creek watershed. For example, the area west of the Kessler Boulevard and Michigan Road intersection (indicated in pink on the diagram) is an environmentally protected woodland area. Additional residential or commercial development in this

area is unlikely, given its environmental sensitivity and potential to flood. However, this naturally wooded area offers attractive views that may enhance future pedestrian trails or the redevelopment of adjacent sites. The recommendations depicted in the "Development Directions" diagram are not limited to retail development opportunities, but also include vehicular and pedestrian circulation enhancement, civic and neighborhood reinforcement, and commercial reconfiguration opportunities.



The Crooked Creek Elementary School grounds contain an environmentally protected woodland area as part of the Crooked Creek watershed.

The "Development Directions" diagram highlights opportunities for three potential pedestrian/bicycle paths in the focus area. The green dotted line on the western boundary represents a pedestrian trail in the former Interurban rail line right-of-way, similar to the Monon Trail. The yellow dotted lines along Michigan Road represent the proposed multi-purpose path. The purple dotted line is a pedestrian/bicycle path in the floodplain of Crooked Creek. The proposed trails provide neighborhood residents with pedestrian connections to community assets such as regional trails, neighborhood parks, area cultural venues, and local shopping destinations. All three trails offer exceptional recreational opportunities and should be coordinated with the City's and Indy Greenway's future plans.

The pale yellow areas on the diagram indicate residential reinforcement areas. Although the Crooked Creek Neighborhood residential base (i.e. customer) is strong, reinforcement of living conditions and the introduction of new housing options surrounding the focus area will enhance the commercial development potential along Michigan Road. It also can be assumed that as the commercial appearance of Michigan Road improves, adjacent residential properties are also likely to improve.

The remainder of this chapter reviews the three potential commercial redevelopment or reconfiguration areas in greater detail by describing their current conditions, opportunities, connections, and potential barriers.

1. Prime Commercial Redevelopment Opportunity Area

The west side of Michigan Road allows for the most significant opportunity for the introduction of new retail development in the focus area. This area is outlined in red on the "Development Directions" diagram. The area is advantageous over the east side of Michigan Road for five main reasons: 1) availability of land (approximately 25 acres); 2) ability to assemble lots deep enough suitable for a "Neighborhood Center;" 3) potential partnerships with current land owners; 4) relationships to current (e.g. Crooked Creek Elementary School) and future civic uses; and 5) potential to connect development to pedestrian/bicycle Interurban Trail. The commercial redevelopment of this area is dependent on the inclusion of a new civic use and, to a lesser degree, the development of the Interurban Trail. Early in the planning process, the advisory committee informed the planning team that the Indianapolis-Marion County Public Library is interested in locating a new library branch in the Crooked Creek Neighborhood. While this is a long-term initiative (at least five years from the pre-planning stage), it has been determined by the neighborhood constituency base that the desired location of the new library is along the west side of Michigan Road, between 56th and 61st Streets, preferably near the elementary school. Like the library, commercial redevelopment in this defined area is a long-term initiative and will hinge on the presence of the new library and the synergies it will create.

The proposed commercial redevelopment of this area consists of four distinct types of uses or new development, including a "Neighborhood Center" (as defined by the Urban Land Institute), convenience retail/office, multi-family residential, and civic/institutional. Unlike the east side of Michigan Road, the development direction of this area is more planned and less organic. This planned approach requires the long-term redevelopment of large blocks intended to attract new businesses to the Crooked Creek Neighborhood through the creation of a mixed-use, neighborhood retail destination. This approach can be applied either incrementally or through a larger-scaled effort, depending on availability of land and desires of individual property owners. The concept can be modified to meet the needs of the current property owners, and it does not require the participation of every property.

The northern anchor of this development concept is the gateway feature at the intersection of 60th Street and Michigan Road with a new commercial building at either the northwest or southwest corner. The intersection is an important entry into the focus area, and the front door into the neighborhood, that can re-establish this area as a functional retail node. Architectural features with visually interesting and thematic streetscape elements help accomplish this by presenting the area as a unique center for retail and community activity in the Crooked Creek Neighborhood. The southern anchor of this development concept is the proposed public library and its important physical and programmatic connections to the Crooked Creek Elementary School.

1a. Civic/Institutional

As mentioned previously, the Indianapolis-Marion County Public Library (IMCPL) is committed to expanding its services to the Crooked Creek Neighborhood by establishing a Crooked Creek Library Branch. One possible location for the new library is within the civic/institutional area (shaded in orange on the diagram). At this location, the library would be a neighborhood anchor with a direct link to the Crooked Creek Elementary School. Additionally, the library would create a regional customer base for the retail in the focus area. As such, the creation of pedestrian links among the various commercial, residential, and civic/institutional uses is paramount to making the focus area a dynamic community center. These pedestrian links include all existing, proposed, and potential trails as well as sidewalks and crosswalks on Michigan Road.

1b. Neighborhood Center

The light purple shaded area on the "Development Directions" diagram is an area with opportunity for a significant retail anchor development, offering neighborhood and commuter commercial services. This site is approximately 6.75 acres of well-positioned land at the northwest corner of the 60th Street/Michigan Road intersection, which has relative easy access and high visibility along a well-trafficked thoroughfare. According to the Urban Land Institute, typical tenants of a "Neighborhood Center" are supermarkets, pharmacy/drug stores, and complementing retail that support the immediate residential population. "Neighborhood Centers" average 50,000 square feet in size, but range from 30,000 to 100,000 square feet (requiring three to ten acres of land). These centers usually require a population base of 3,000 to 40,000 persons within a five- to ten-minute drive. As revealed in the "Market Overview" section, the Crooked Creek Neighborhood meets the apparent needs of a "Neighborhood Center," in terms of demographic characteristics and purchasing power, and local residents have indicated their desires for the types of retail typically found in "Neighborhood Centers."



The site, currently occupied by GM Construction, Inc., at the corner of 60th Street and Michigan Road is an excellent location for a neighborhood retail center.

1c. Convenience Retail/Office

The site shaded in light green on the diagram is suited for mixed-use development. In particular, convenience retail and small offices that buffer residences to the south from the larger retail anchor to the north. This development activity blends larger auto-oriented uses near the 60th Street/ Michigan Road intersection with smaller pedestrian scaled development. Treatment of the intersection's southwest corner replicates adjacent architecture to the north, further demarcating the intersection as a neighborhood gateway.

1d. Multi-Family Residential

Introduction of multi-family residential units into the focus area increases the population density and potential for new retail opportunities. New housing options may include townhouses and/or apartments (ownership and/or rental opportunities) and will connect to the proposed Interurban Trail and adjacent residential areas. The development and desirability of multi-family residential relies on the creation of the Interurban Trail. The presence of the Interurban, like the Monon Trail, is prone to change the real estate market for the property between Michigan Road and the proposed trail. Without this recreational amenity, the likelihood of this type of development at this location is lessened.

2. Commercial Reconfiguration/Redefinition Opportunity Area

The area on the east side of Michigan Road (shaded in blue on the diagram) is defined as a commercial reconfiguration/redefinition opportunity area. Currently, the east side of Michigan Road hosts most of the focus area's operational businesses along with several underutilized buildings and parcels. Commercial lots along both sides of Michigan Road are shallow and not conducive to modern retail development. As indicated earlier in this report, many commercial and institutional uses are located in outdated structures not designed for their current uses. The shallow, scattered lots and a mix of uses make the area suitable primarily for reconfiguring of current uses and the opportunity for the introduction of new retail uses through small-scale infill development. This reconfiguration process is intended to address the physical and aesthetic concerns of the Crooked Creek Neighborhood residents. The idea is not to force any uses out of the area, rather to improve their appearance to make them more appealing to the neighborhood customer base as well as passersby. For instance, uses could be collected and concentrated in appropriate buildings to prepare for and complement any new commercial development along the west side of Michigan Road. The reconfiguration/redefinition development approach is considered more *laissez-faire* or organic in nature, requiring cooperation and partnerships among existing business and property owners with little intervention from outside entities.



Coin Laundry is one of many uses that could be reconfigured and clustered with other uses to share parking and create a critical mass of retail on the east side of Michigan Road.

Potential barriers to this development direction may include environmental contamination of several brownfield sites, lot sizes, traffic circulation, and conflicting agendas of property owners. Assembling several commercial lots along the east side of Michigan Road for a large retail redevelopment project is not likely given the number of individual property owners, shallow lots abutting a residential area neighborhood, and the existence of the Crooked Creek floodplain. Currently, traffic circulation and safety is an issue with scattered commercial buildings with individual entrances to each use. Reorganizing the commercial uses and structures would allow for shared entrances, and in some cases parking, and would reduce the number of necessary curb cuts on Michigan Road. This reorganization would improve traffic flow and help alleviate vehicular and pedestrian safety concerns.

3. *Outlot/Convenience Retail*

Outlot/convenience retail is a straightforward development approach, when compared to a larger scaled, comprehensive, planned development. The inclusion of smaller, convenience retail allows for control of architecture, landscaping, use, and character on relatively small lots (approximately three acres or less). A possible site for this type of development is located on the east side of Michigan Road, north of 60th Street (shaded in light pink on the diagram). This 1.5-acre site is comprised of two vacant parcels with residential uses to the north and east and convenience retail/gas station to the south. Given that the site fronts Michigan Road and is adjacent to a busy retail corner, its use could be some type of vehicular-oriented commerce that serves commuters and neighborhood residents. Since this site is currently vacant and presumably owned by one landowner, this site could be the first to develop and set the tone for additional and complementary commercial development along Michigan Road.

Potential barriers or impediments to site development are the unknown intentions of the current property owners and difficult access and circulation patterns. In order to encourage the type of development desired by neighborhood residents, it is critical that these desires are communicated to the property owner to guide future development activity. The site's mid-block location presents traffic and circulation issues not typically associated with corner lots (e.g. difficult left-hand turns). For this reason, retailers prefer corner locations that provide better access and visibility. Careful site planning and circulation analysis will help mitigate this issue and reduce future traffic problems.

Development Vision Diagram

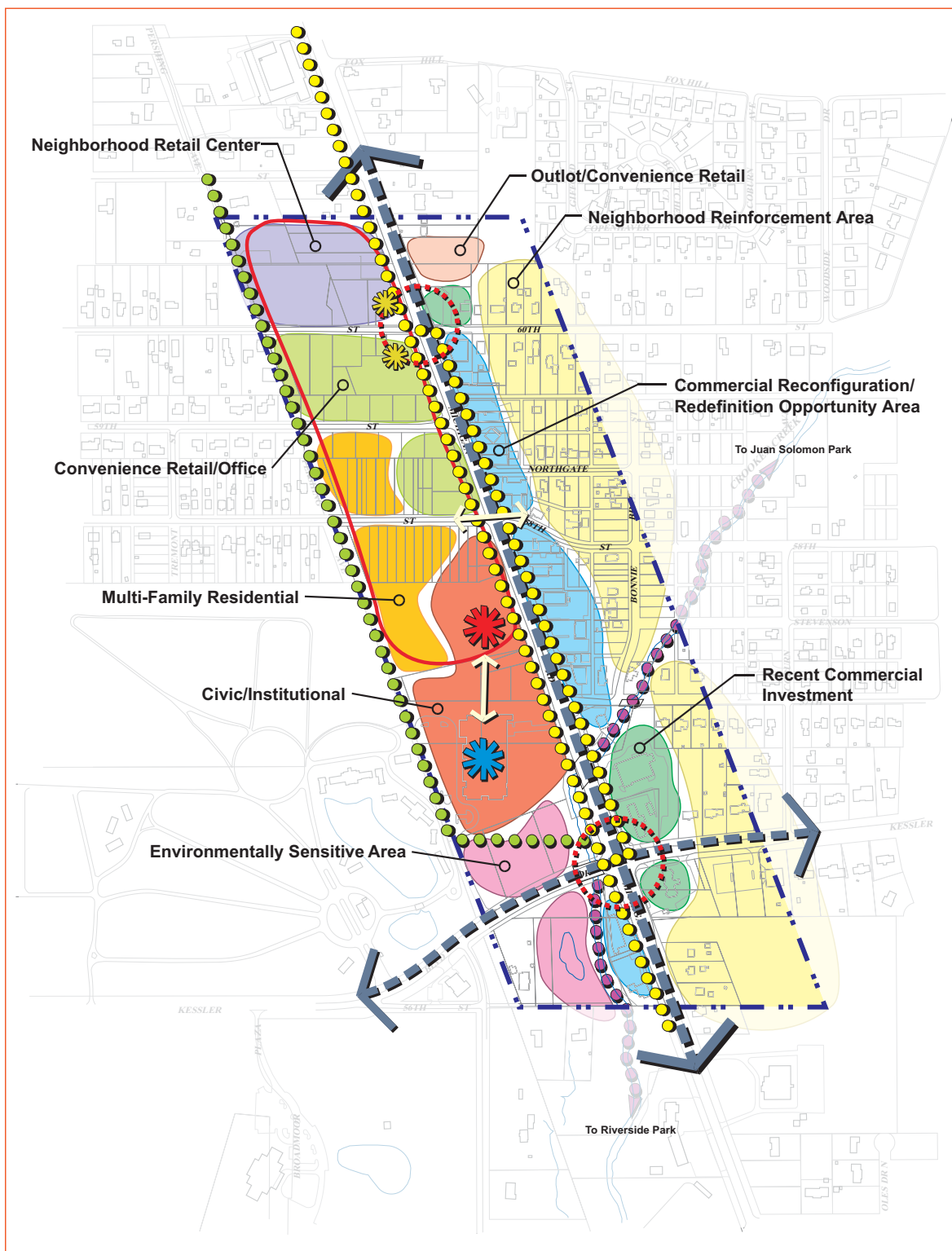
From the "Development Directions" diagram, the "Development Vision" is a recasting of the focus area as a village of neighborhood and transit oriented development (located after page 39). Emphasis is placed on defining gateway statements, capturing opportunities for open space along the corridor and creek, improving pedestrian accommodations for better neighborhood connectivity, and addressing parking and traffic issues. The goal is to better define a sense of place that will encourage reinvestment.

CONCLUSIONS

As mentioned several times throughout this report, the Crooked Creek Neighborhood retail development potential is constrained more by its physical conditions rather than its market conditions. As such, the success of this type of ambitious redevelopment effort will depend on the cooperation and coordination of existing property and business owners in order to overcome the physical constraints and promote this area as an attractive place to do business. All strategies and options presented can either be incrementally implemented over time as land and buildings become available or implemented through a more comprehensive development project. Commercial reconfiguration/redefinition of existing businesses and properties along the east side of Michigan Road presents a set of short-term activities to accomplish in preparation of more long-term redevelopment opportunities. IMCPL's time frame for the planning and construction of a new library branch will dictate the timing for commercial redevelopment, especially along the west side of Michigan Road (in the "Prime Commercial Redevelopment Opportunity Area"). The participation of the City and Indy Greenways in the development of the pedestrian/bicycle trails will enhance the desirability of the focus area for future development.



Retail reconfiguration of the east side of Michigan Road could include addition of higher quality goods and services.

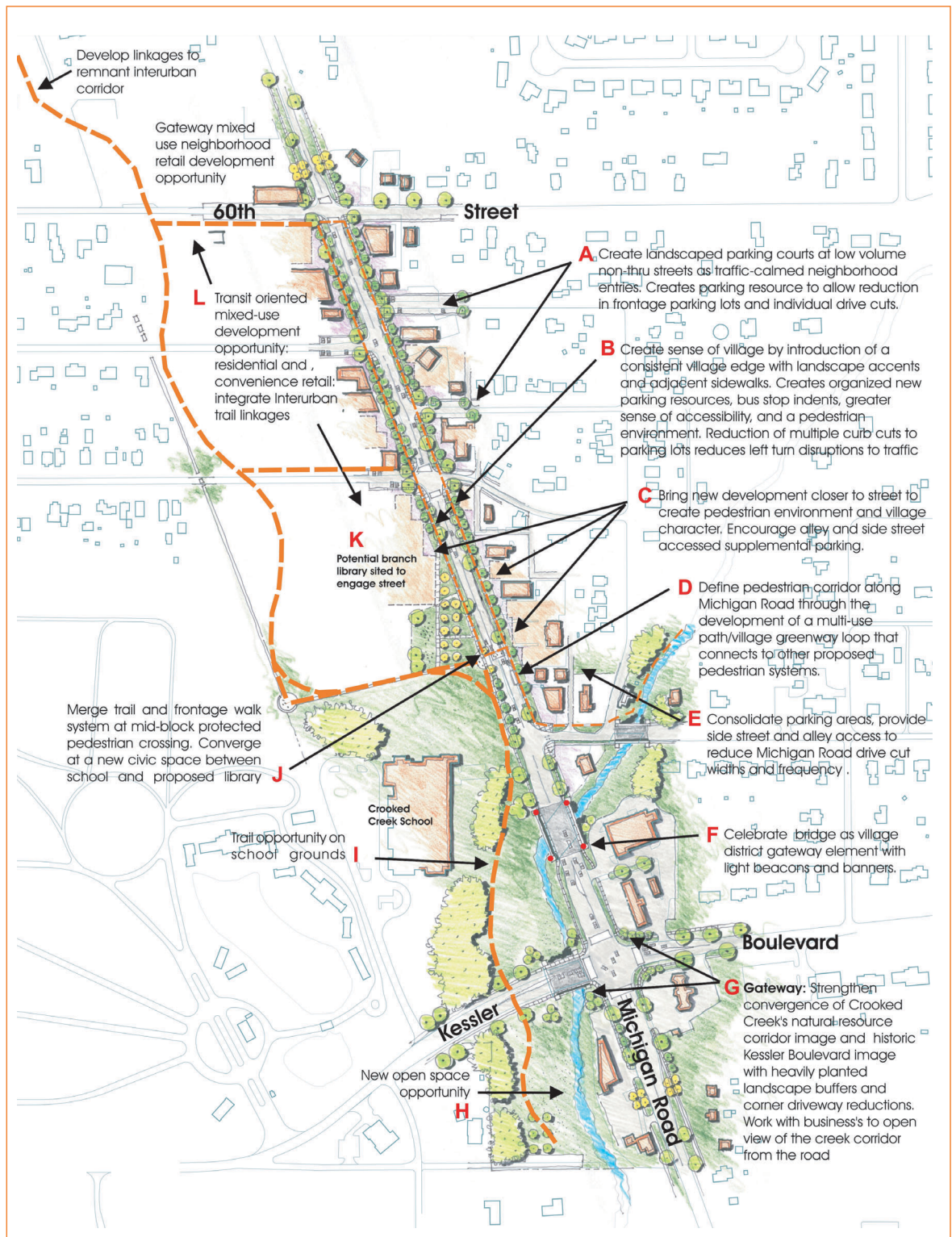


Development Directions

- Area of Focus
- Gateway
- Vehicular Thoroughfare
- Potential Interurban Pedestrian Trail
- Proposed Multi-Purpose Path
- Potential Crooked Creek Pedestrian Path
- Important Development Opportunity Corner
- Potential Public Library Site
- Crooked Creek Elementary School
- Prime Commercial Redevelopment Opportunity Area
- Important Pedestrian Connection

Crooked Creek Neighborhood Retail Market Study





Development Vision

Crooked Creek Neighborhood Retail Market Study



DIRECTION TOWARDS RECONFIGURATION

The commercial revitalization of the focus area within the Crooked Creek Neighborhood is as much a response to the residents' desires for aesthetic improvements and a sense of place as it is a response to the desire for quality, convenient neighborhood retail. It has been determined through this planning process that many of the nonresidential uses in the focus area are marginal and transitional. Existing businesses address some retail needs of local residents. However, the current level (both quantity and quality) of retail services is not sufficient for the neighborhood. Survey results indicate the need and desire for several types of retail, specifically a grocery store, family restaurants, coffee shop, and a bank. Some of the desired retail is more feasible and appropriate for the Crooked Creek Neighborhood than others.

Findings from the market analysis indicate that the current spending, purchasing power, and potential spending of Crooked Creek Neighborhood residents are all at or above levels that are sought after by many types of retailers. Additionally, Crooked Creek Neighborhood demographics and the high traffic count along Michigan Road factor into the area's attractiveness from a retailer's perspective. In order to capitalize on these strong market indicators as well as address the three possible causes of Michigan Road's demise as a retail corridor, the commercial redevelopment strategies presented in this report have three common themes:

- Upgrade, support, and addition of neighborhood retail and services.
- Physical improvements that convey order and safety, quality of life, community pride, and a sense of place.
- Implementation of a market-based development approach through creative partnerships.

These three elements require both physical and programmatic responses and a collaborative effort among the Crooked Creek Community Council, Inc. (C4), the Crooked Creek Community Development Corporation (CDC), and area business/property owners. The City of Indianapolis will take a limited role in the focus area's redevelopment. Efforts will be led by the private sector; as a developer and community consensus builder, the CDC should take the lead facilitator role in the plan's implementation.

ECONOMIC DEVELOPMENT

The overall purpose of this planning effort and the completion of the *Crooked Creek Neighborhood Market Study* is to re-establish the focus area as a center of commerce and community activity within the Crooked Creek Neighborhood. The intent is not to displace current uses, but to work with business and property owners to reach commercial development goals that are to the mutual benefit of both the owners and neighborhood residents. Coordination, cooperation, and reciprocal respect between these two groups will ultimately lead to improved performances of businesses through patronage by local residents; and, in turn, a neighborhood front-door featuring a retail center of which residents can be proud.

New and reconfigured commercial development in the focus area creates employment and entrepreneurial opportunities for Crooked Creek residents. It is an chance to recapture and retain some of the local dollars that are being spent elsewhere in the City for goods and services. Successful commercial reconfiguration or redevelopment of a site within the focus area is likely to prompt additional development. Thus, contributing more to the tax base and, overall, improving the neighborhood's quality of life.

PHYSICAL DEVELOPMENT

The physical reconfiguration of the focus area incorporates two schools of thought—the organic approach and the planned approach. From the planning process, it is determined that the organic approach is more suitable for the east side of the Michigan Road. This relative short-term approach allows uses and structures to be configured into a more organized format to permit space for new uses as well as improve the area's aesthetics and address the vehicular/pedestrian safety concerns. This approach requires the participation and cooperation of existing businesses and property owners. Public improvements include the reduction of curb cuts, addition of new sidewalks/multi-purpose path, and facilitation of a traffic circulation/public safety study and implementation of its recommendations.

The planned approach is more appropriate for the west side of Michigan Road due to two significant development opportunities—the establishment of the Interurban Trail as a pedestrian/bicycle path and the addition of an Indianapolis-Marion County Public Library branch. Both of these development possibilities are long-term. Hence, the planned redevelopment of this area is also long-term. Planned commercial development depends on the location of the library while multi-family residential development depends on the establishment of the Interurban Trail. This approach requires the participation, cooperation, and partnerships with existing business and property owners in addition to coordination with IMCPL, Indy Greenways, Washington Township Schools, and the City. Public improvements include the reduction of curb cuts, addition of new sidewalks/Interurban Trail, and facilitation of a traffic circulation/public safety study and implementation of its recommendations.

As inaugural, short-term “demonstration projects” to exercise partnership creation, two focus area sites present interesting development opportunities. One opportunity includes the lots just north of the new Speedway gas station on the east side of Michigan Road, and the other, Gillum's Marketplace on the west side of Michigan Road, south of Kessler Boulevard. The vacant lots near Speedway are identified in the “Development Directions” diagram as “Outlot/Convenience Retail.” Because these lots are currently vacant, and presumably under the same ownership, there exists an opportunity to partner with this property owner to develop the lots for a retail use that meets the needs of the Crooked Creek residents, and commuters, while in the context of neighborhood place-making and image enhancing. This partnership arrangement would also be financially beneficial to the property owner.

The future of Gillum's Marketplace is undetermined. The business owner is interested in leasing or selling his building and property at the southwest corner of the Kessler Boulevard/Michigan Road intersection. If the owner does not find a tenant or buyer, he may reopen an outdoor produce stand, but the building will remain unused. The Gillum's site is a unique development opportunity given that Crooked Creek runs along its western property line, providing a natural amenity. Additionally, this site is positioned at the intersection of two major commuter routes (Kessler Boulevard and Michigan Road), on the west side of the road, and easily accessible to the commuters traveling to Downtown Indianapolis and other major employment centers south of the focus area. A partnership could be created between the property owner and the CDC to market the site, with a 60 to 90 day option, to several predetermined desired retailers, as defined by local residents and stakeholders, using the information gathered and conclusions reached in this report. With this approach, the neighborhood's

needs are more likely to be acknowledged than if the property owner leases or sells to the first and/or highest bidder. If the CDC is interested in this partnership opportunity, this approach needs to be pursued immediately; Gillum's is currently on the market and it is an attractive site.

ORGANIZATIONAL DEVELOPMENT

The physical redevelopment of this area is tied closely with the organizational structure of the implementing entity. Implementation of recommendations outlined in this document depends on the capacity of this entity. Prior to commencing any type of real estate development initiatives, this entity, most likely the Crooked Creek Community Development Corporation, should concentrate its efforts on capacity development, assuring that the organization has the proper staffing resources and financial capabilities. Several funding sources exist that may be available to the CDC for start-up, organizational, and administrative costs. Some of these sources are listed in the appendix of the *Michigan Road Corridor Plan*, many of them require tax exempt status as 501(c)(3) under the IRS code.

Most of the focus area is not "development ready." Even if a commercial developer is interested in redeveloping any portion of this area for new retail uses, there is a significant hurdle impeding this activity—availability of land. The entities charged with this plan's implementation, in particular the CDC, do not have any land under control. Multiple property owners control the development fate of the focus area. The initial task for the CDC in its implementation efforts should be to organize the business and property owners, educate them on the outcomes of this planning process, determine their long-term plans, and begin discussions of potential development partnerships. It is critical to have buy-in from business and property owners as these types of partnerships will be the only way that desired commercial development will occur, as defined through the public input process.

SUMMARY

Table 14 on page 45 outlines the next steps to be taken in the implementation of the focus area's economic, physical, and organizational development. These efforts should be led and coordinated by the Crooked Creek Northwest CDC, in partnership with the Crooked Creek Community Council, Inc.

Table 14. Roles & Responsibilities

Economic Development – <i>upgrade, support, and addition of neighborhood retail and services</i>			
Tasks	Public Improvements	Responsibility	Timeframe
1. Organize business & property owners 2. Educate business & residential community on development goals/ desires & outcomes of this planning process 3. Determine long-term plans of business & commercial property owners 4. Begin discussions of potential development partnerships	n/a	Crooked Creek Northwest CDC, focus area business/ property owners	3 to 6 months
Physical Development – <i>physical improvements that convey order and safety, quality of life, community pride, and a sense of place</i>			
Tasks	Public Improvements	Responsibility	Timeframe
1. Partner with current business/property owners 2. Determine short-* & long-term development approaches 3. Consult with IMCPL on progress of new library planning 4. Consult with Indy Greenways on progress of trailways 5. Consult with City on progress of public improvement & traffic circulation/public safety study	1. Reduce number of curb cuts 2. Add/install new sidewalks (multi-purpose path) 3. Facilitate traffic circulation/public safety study & implement recommendations	Crooked Creek Northwest CDC, City of Indianapolis, Indy Greenways	6 months to 5 years (contingent on timing of IMCPL) * short-term development approaches related to inaugural “demonstration projects” require immediate action
Organizational Development – <i>implementation of a market-based development approach through creative partnerships</i>			
Tasks	Public Improvements	Responsibility	Timeframe
1. Build CDC’s capacity 2. Organize business & property owners	n/a	Crooked Creek Northwest CDC, C4, neighborhood leadership	Initial 3 months

REDEVELOPMENT FINANCING

Introduction

As discussed earlier in the Next Steps section, revitalization of the focus area will not occur without creative partnerships. For example, the public may consider establishing a TIF (Tax Increment Financing) district in the focus area that allows all additional tax revenues to be used for public improvements or to subsidize private investment. The remainder of this section provides a brief overview of TIF, and how it can be applied in the Crooked Creek Neighborhood. This section is only an overview of the TIF process – additional study and planning is required before a TIF district can be established.

Tax increment financing Overview

TIF is a tool that is used to generate money for economic development. TIF allows for re-investment of all new property tax dollars in the defined TIF district from which they came. These “new” revenues – also referred to as “increments” – arise if new development takes place in the TIF district, or if the value of existing properties rises, resulting in increased tax revenues.

Figure 6. Schematic of TIF Assessed Value & Revenue Structure

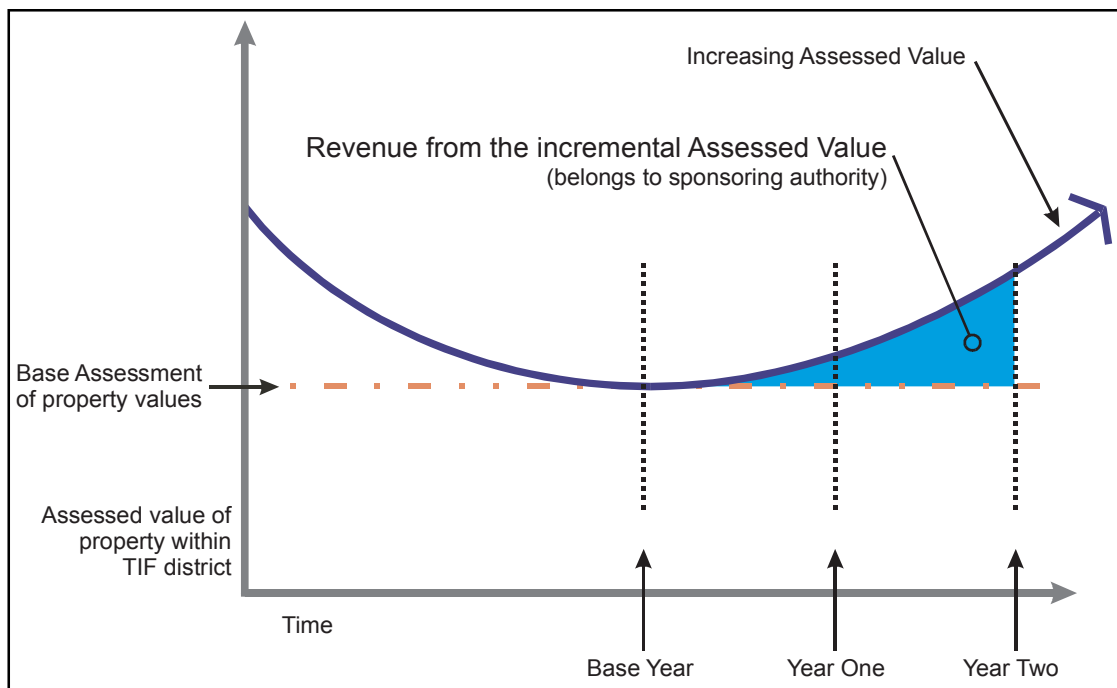


Figure 6 demonstrates how the TIF process works by capturing the increasing property values from the base Assessed Value. Base Assessed Value is calculated by summing the base year Assessed Value of all tax parcels within the TIF district. The area shaded blue is the incremental Assessed Value. The incremental Assessed Value is the sum of the current Assessed Value of all tax parcels within the TIF district minus the Base Assessed Value. Incremental revenue is then calculated by multiplying incremental Assessed Value by the TIF district tax rate. The incremental revenue is the portion that goes to the TIF authority and is later allocated for redevelopment in the TIF district. The incremental revenues are directed to public works projects or given as subsidies to encourage private development. TIF can also be used to acquire private property and demolish buildings to make way for new construction. After the base year, only the property tax revenue generated by the base Assessed Value goes to the taxing jurisdiction – the increment goes to the TIF authority.

TIF dollars can be used for:

- Infrastructure (streets, bridges, viaducts)
- Other public improvements (including improvements to schools, parks, and other public buildings),
- Direct subsidies of private residential, commercial, or industrial development, and
- Redevelopment and renovation projects.

“Pay-as-You-Go” TIF

In most cases, TIF revenues are used in two ways. Traditionally, debt is incurred based on anticipated future revenue streams by issuing increment revenue bonds. Although incurring debt allows for a large amount of cash up front, it is also more risky because incremental revenue must be projected annually for the duration of the debt.

A less risky alternative that does not rely on debt is the Pay-as-You-Go TIF. Pay-as-You-Go TIF collects the incremental revenue generated on an annual basis and places it in a TIF fund. Rather than funding the TIF up front by borrowing money, a Pay-as-You-Go TIF waits for new tax money (the increment) to come in, then spends that money on redevelopment projects. The Pay-as-You-Go TIF is the preferred method for redevelopment of focus area. However, this is not a funding mechanism that has been used in Indianapolis before, and a policy review of this approach will be required. This review would include the creation of criteria for selecting areas where pay-as-you-go TIFs are to be used.

Establishing a TIF district

The proposed TIF district must be designated as a Redevelopment Area (RDA) or an Economic Development Area (EDA). Designation of an RDA requires the area to be blighted. Designation as an EDA requires that the proposed investments in the area will promote significant employment opportunities for local residents, attract new business or retain or expand existing businesses. Because the focus area is not blighted, and designation of an RDA requires the area to be blighted, it is more likely to be declared an EDA. Designation as an EDA is appropriate because the proposed plan recommends creating new jobs and businesses in the focus area.

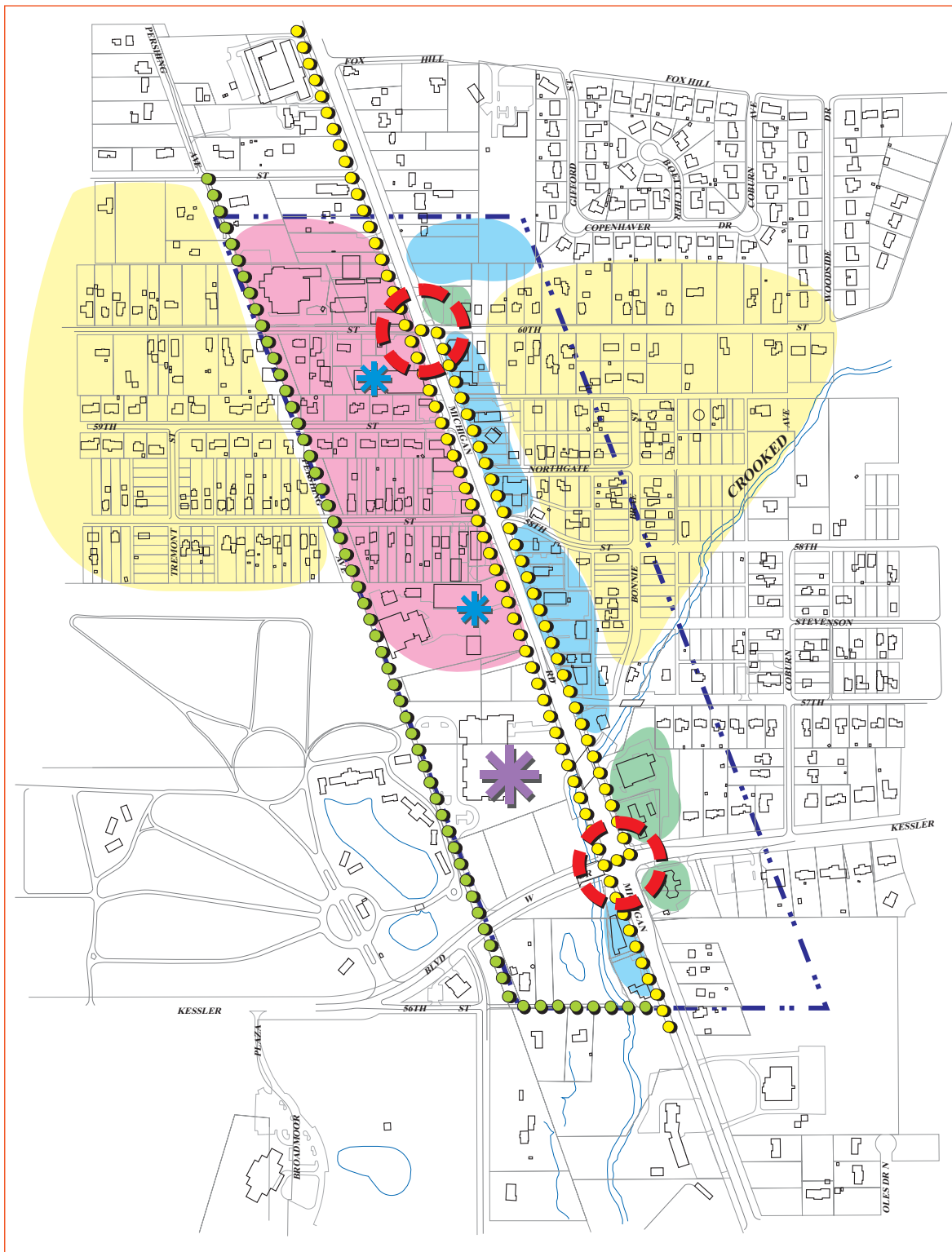
The TIF district process also includes defining the need and eligibility of the project. The main function of this step is to determine the financial feasibility of the project. This is accompanied by a plan for the area. The plan should support the findings of the Redevelopment Commission, describe the proposed investments and include provision for the use of the incremental tax revenues. The plan then serves as the baseline against which improvements can be measured. If the TIF district is being created for a specific project involving a developer, an agreement between the TIF authority and the developer should be drafted. Public hearings on the proposed TIF district and its uses are required to allow for input from citizens. The last phase in the process involves creation of new ordinances, the establishments of TIF tax rates for the district, and implementation of the project.

Conclusion

Creation of a TIF district in the focus area is appropriate for financing public improvements and encouraging private investment. However, before a TIF district can be designated, a redevelopment plan must be created that defines how the increment will be used. As already described, redevelopment of the focus area requires a public/private partnership. The Pay-as-You-Go TIF allows a selected developer to pay for TIF-eligible costs, and the TIF authority agrees to reimburse the developer as tax increment is generated. This allows the Crooked Creek Neighborhood to proceed with revitalization activities that the private sector is unwilling or unable to undertake. Additional study of the Pay-as-You-Go TIF is required.

CONTENTS

1. Opportunities & Constraints Framework
2. Focus Area Flood Hazard Map
3. Development Case Studies
 - a. Fishers Town Center -- 116th Street
 - b. Broad Ripple -- College Avenue
 - c. Willow Center -- 86th & Township Line Road
 - d. 56th & Illinois Streets
 - e. 49th & Pennsylvania Streets
4. Retail Competition
5. Focus Area Existing Conditions
6. Focus Area Land Use
7. Contextual Framework
8. Neighborhood Circulation
9. Michigan Road Traffic Analysis



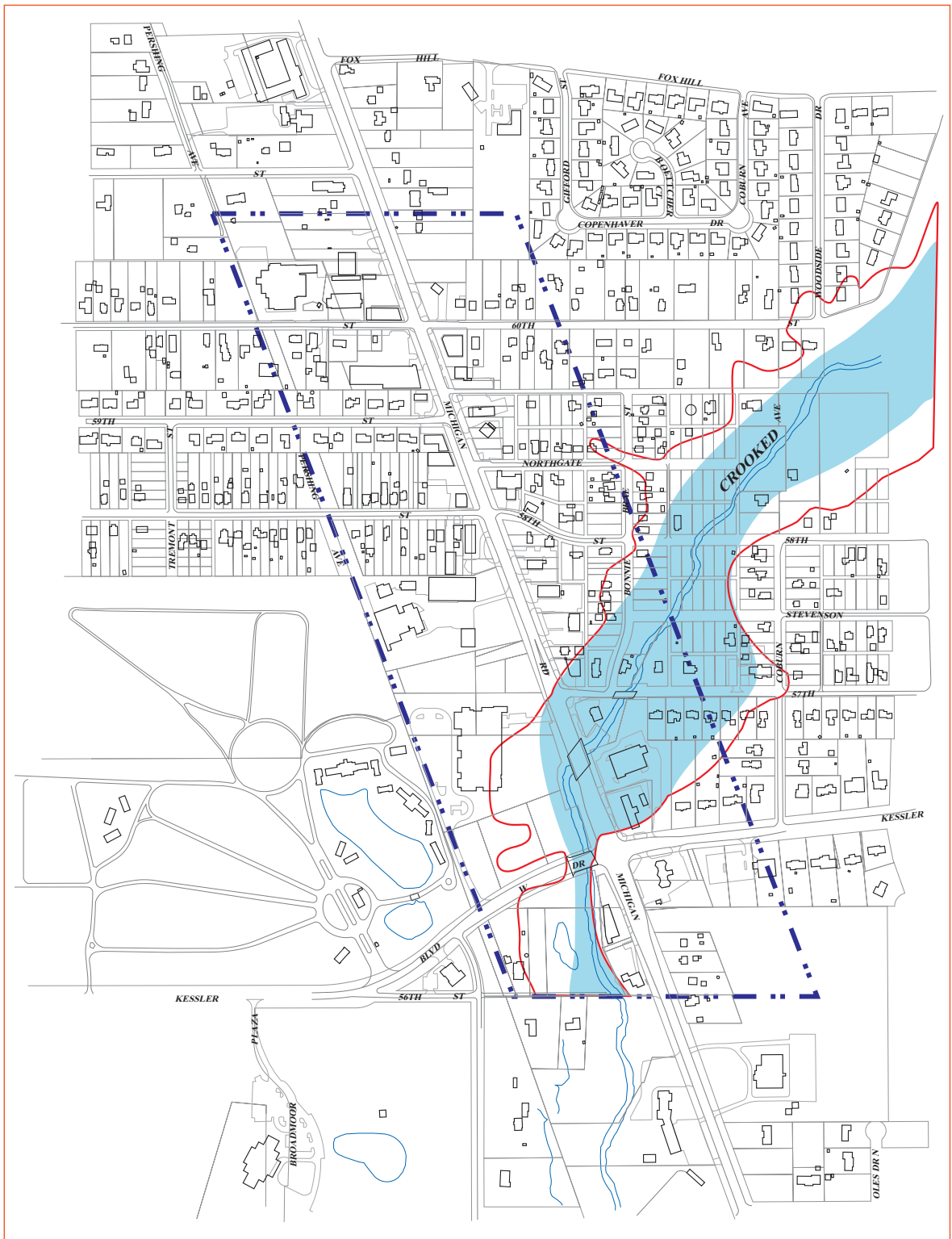
Opportunities & Constraints Framework

- Prime Commercial Redevelopment Opportunity Area
- Commercial Reconfiguration/Redefinition Opportunity Area
- Recent Commercial Investment
- Neighborhood Reinforcement Area
- Area of Focus
- Crooked Creek Elementary School
- Potential Library Site
- Potential Interurban Pedestrian Trail
- Proposed Multi-Purpose Path
- Gateway

Crooked Creek Neighborhood Retail Market Study



A2 Crooked Creek Neighborhood Retail Market Study



Focus Area Flood Hazard Map

- Floodway
- 100-Year Floodplain
- Area of Focus

Crooked Creek Neighborhood Retail Market Study



0 100 500



DCI
developmentconceptinc

gentleman
associates

SKF
storker kinseid

Crooked Creek Neighborhood Market Study -- Development Case Study

Fishers Town Center – 116th Street



DEVELOPMENT PROFILE

Traffic Count

20,839 (2002)

Speed Limit

25 MPH

Uses (Selected tenants)

McAlister's Deli
Roly Poly
Ashley Hair Design
Captain Java
The Original Pancake House
Archer's (office supply)
Taylor's Bakery

Design Elements

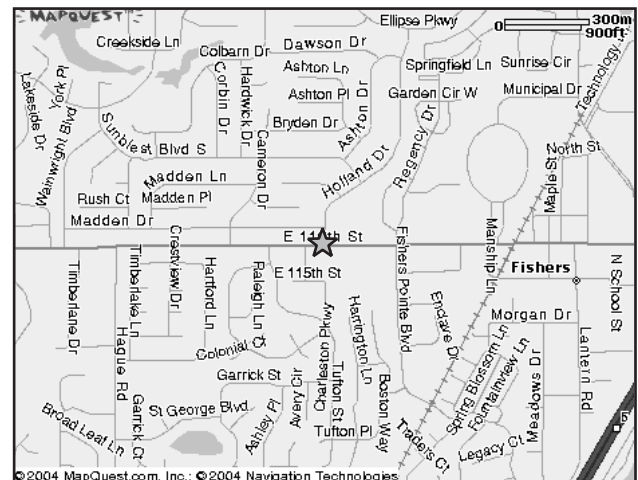
Uniform signs
Brick and industrial masonry
False 2nd floor facade
Brick sidewalks
Decorative lighting
Street trees
Street furniture
Landscaped parking with brick wall buffer

Type of Center/Draw

Auto oriented, neighborhood/commuter retail

Parking

Shared, fronts 116th Street





AREA DEMOGRAPHICS

P1. TOTAL POPULATION

	Census Tract 1108.01	Census Tract 1108.02	Census Tract 1108.03
Total	17,079	13,482	14,786

P52. HOUSEHOLD INCOME IN 1999

	Census Tract 1108.01	Census Tract 1108.02	Census Tract 1108.03
Total:	5,866	4,736	6,030
Less than \$10,000	103	44	60
\$10,000 to \$14,999	60	58	126
\$15,000 to \$19,999	133	16	157
\$20,000 to \$24,999	63	64	127
\$25,000 to \$29,999	113	158	196
\$30,000 to \$34,999	212	186	290
\$35,000 to \$39,999	122	209	319
\$40,000 to \$44,999	149	228	274
\$45,000 to \$49,999	111	210	270
\$50,000 to \$59,999	470	462	646
\$60,000 to \$74,999	839	770	882
\$75,000 to \$99,999	1,241	1,038	1,411
\$100,000 to \$124,999	876	656	586
\$125,000 to \$149,999	470	305	299
\$150,000 to \$199,999	353	130	254
\$200,000 or more	551	202	133

P53. MEDIAN HOUSEHOLD INCOME IN 1999

	Census Tract 1108.01	Census Tract 1108.02	Census Tract 1108.03
Median household income in 1999	84,099	73,555	69,700

P82. PER CAPITA INCOME IN 1999

	Census Tract 1108.01	Census Tract 1108.02	Census Tract 1108.03
Per capita income in 1999	35,817	29,442	31,444

P15. HOUSEHOLDS

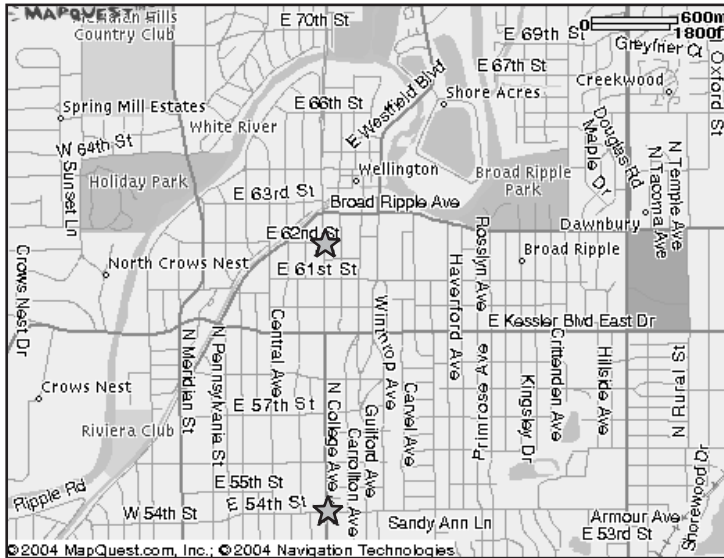
	Census Tract 1108.01	Census Tract 1108.02	Census Tract 1108.03
Total	5,853	4,756	6,016

U.S. Census Bureau Census 2000



Crooked Creek Neighborhood Market Study -- Development Case Study

Broad Ripple – College Avenue



AREA DEMOGRAPHICS

P1. TOTAL POPULATION

	Census Tract 3207	Census Tract 3212	Census Tract 3213
Total	1,640	4,899	2,405

P52. HOUSEHOLD INCOME IN 1999

	Census Tract 3207	Census Tract 3212	Census Tract 3213
Total:	925	2,323	1,342
Less than \$10,000	12	75	76
\$10,000 to \$14,999	23	36	46
\$15,000 to \$19,999	36	24	70
\$20,000 to \$24,999	39	103	32
\$25,000 to \$29,999	74	65	64
\$30,000 to \$34,999	47	137	89
\$35,000 to \$39,999	49	112	107
\$40,000 to \$44,999	64	86	133
\$45,000 to \$49,999	30	136	91
\$50,000 to \$59,999	101	165	143
\$60,000 to \$74,999	141	260	165
\$75,000 to \$99,999	124	434	164
\$100,000 to \$124,999	36	270	88
\$125,000 to \$149,999	46	163	27
\$150,000 to \$199,999	67	123	36
\$200,000 or more	36	134	11

P53. MEDIAN HOUSEHOLD INCOME IN 1999

	Census Tract 3207	Census Tract 3212	Census Tract 3213
Median household income in 1999	58,922	71,469	46,849

P82. PER CAPITA INCOME IN 1999

	Census Tract 3207	Census Tract 3212	Census Tract 3213
Per capita income in 1999	41,465	43,194	31,042

P15. HOUSEHOLDS

	Census Tract 3207	Census Tract 3212	Census Tract 3213
Total	952	2,316	1,334

U.S. Census Bureau Census 2000



DEVELOPMENT PROFILE

Traffic Count
19,650 (2001)

Speed Limit
35 MPH

Uses (Selected tenants)
Indianapolis Monument
Smoothie King
The Tux Shop
Moe & Johnny's
Corner Stone Coffee House
The Jazz Kitchen
Yats Restaurant

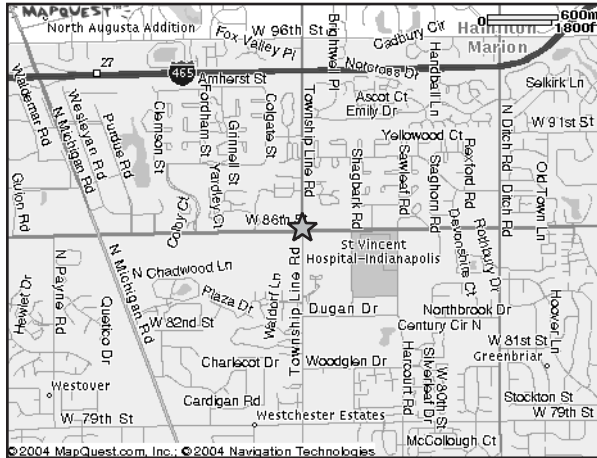
Design Elements
Street trees
Sidewalk planters
Awnings
Eclectic architecture

Type of Center/Draw
Neighborhood retail, specialty/niche

Parking
On-street metered/shared

Crooked Creek Neighborhood Market Study -- Development Case Study

Willow Center – 86th & Township Line Road



AREA DEMOGRAPHICS

P1. TOTAL POPULATION

	Census Tract 3101.04	Census Tract 3101.06	Census Tract 3201.06	Census Tract 3201.08
Total	3,686	3,691	2,474	5,036

P52. HOUSEHOLD INCOME IN 1999

	Census Tract 3101.04	Census Tract 3101.06	Census Tract 3201.06	Census Tract 3201.08
Total:	2,053	1,836	1,075	2,273
Less than \$10,000	285	51	12	209
\$10,000 to \$14,999	158	155	28	198
\$15,000 to \$19,999	43	164	62	215
\$20,000 to \$24,999	110	145	53	178
\$25,000 to \$29,999	72	220	28	167
\$30,000 to \$34,999	91	178	36	210
\$35,000 to \$39,999	146	164	47	205
\$40,000 to \$44,999	100	154	30	141
\$45,000 to \$49,999	170	74	37	133
\$50,000 to \$59,999	197	143	51	249
\$60,000 to \$74,999	234	183	148	157
\$75,000 to \$99,999	186	118	113	104
\$100,000 to \$124,999	130	59	72	63
\$125,000 to \$149,999	0	0	56	0
\$150,000 to \$199,999	105	21	112	44
\$200,000 or more	26	7	190	0

P53. MEDIAN HOUSEHOLD INCOME IN 1999

	Census Tract 3101.04	Census Tract 3101.06	Census Tract 3201.06	Census Tract 3201.08
Median household income in 1999	45,398	35,147	75,843	34,054

P82. PER CAPITA INCOME IN 1999

	Census Tract 3101.04	Census Tract 3101.06	Census Tract 3201.06	Census Tract 3201.08
Per capita income in 1999	29,462	24,145	56,742	18,322

P15. HOUSEHOLDS

	Census Tract 3101.04	Census Tract 3101.06	Census Tract 3201.06	Census Tract 3201.08
Total	2,055	1,884	1,071	2,268

U.S. Census Bureau Census 2000



DEVELOPMENT PROFILE

Traffic Count

32,463 (1995)

Speed Limit

40 MPH

Uses (Selected tenants)

Trader Joe's
Panera Bread
McNamara Florist
Starbucks Coffee
Pier 1 Imports
The Mattress Firm

Design Elements

Uniform architecture
Brick, masonry and steel materials
Decorative lighting
Buffer between sidewalk and street
Uniform signage
Landscaped parking lot

Type of Center/Draw

Auto oriented, regional/commuter retail

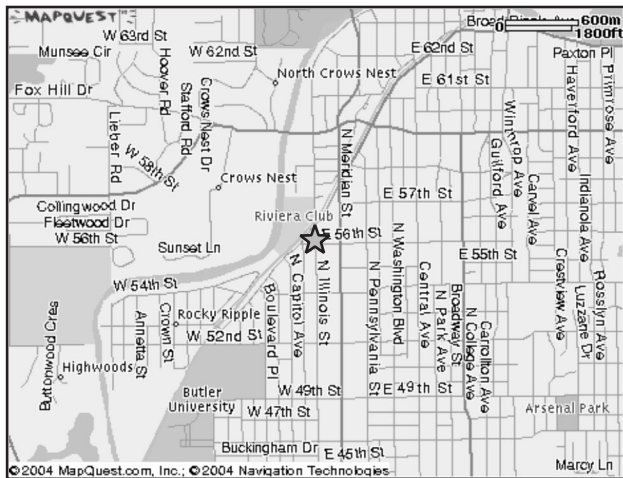
Parking

Shared -- fronts 86th Street
Access via side streets



Crooked Creek Neighborhood Market Study -- Development Case Study

56th & Illinois Streets



DEVELOPMENT PROFILE

Traffic Count
9,513 (1989)

Speed Limit
30 MPH

Uses (Selected tenants)
Kincaid's Meat Market
Baskin Robbins
Oh Yumm! Bistro
G. Thrapp Jewelers
Oxford Shop
Emmehs Beauty Centre
Charles Mayer & Company
The Secret Ingredient

Design Elements
Eclectic architecture
Varying building age
Brick sidewalks
Awnings
Street trees & furniture
Decorative lighting

Type of Center/Draw
Neighborhood retail, specialty/niche

Parking
On-street metered

AREA DEMOGRAPHICS

P1. TOTAL POPULATION

	Census Tract 3212	Census Tract 3218
Total	4,899	3,526

P52. HOUSEHOLD INCOME IN 1999

	Census Tract 3212	Census Tract 3218
Total:	2,323	1,682
Less than \$10,000	75	56
\$10,000 to \$14,999	36	52
\$15,000 to \$19,999	24	105
\$20,000 to \$24,999	103	60
\$25,000 to \$29,999	65	43
\$30,000 to \$34,999	137	67
\$35,000 to \$39,999	112	77
\$40,000 to \$44,999	86	66
\$45,000 to \$49,999	136	57
\$50,000 to \$59,999	165	189
\$60,000 to \$74,999	260	200
\$75,000 to \$99,999	434	268
\$100,000 to \$124,999	270	147
\$125,000 to \$149,999	163	91
\$150,000 to \$199,999	123	110
\$200,000 or more	134	94

P53. MEDIAN HOUSEHOLD INCOME IN 1999

	Census Tract 3212	Census Tract 3218
Median household income in 1999	71,469	62,029

P82. PER CAPITA INCOME IN 1999

	Census Tract 3212	Census Tract 3218
Per capita income in 1999	43,194	40,586

P15. HOUSEHOLDS

	Census Tract 3212	Census Tract 3218
Total	2,316	1,689

U.S. Census Bureau Census 2000



Crooked Creek Neighborhood Market Study -- Development Case Study

49th & Pennsylvania Streets

AREA DEMOGRAPHICS

P1. TOTAL POPULATION

	Census Tract 3219	Census Tract 3222	Census Tract 3223
Total	5,317	2,240	2,784

P52. HOUSEHOLD INCOME IN 1999

	Census Tract 3219	Census Tract 3222	Census Tract 3223
Total:	1,389	877	1,156
Less than \$10,000	82	56	84
\$10,000 to \$14,999	34	18	23
\$15,000 to \$19,999	29	51	79
\$20,000 to \$24,999	75	33	64
\$25,000 to \$29,999	70	65	78
\$30,000 to \$34,999	41	56	28
\$35,000 to \$39,999	48	72	76
\$40,000 to \$44,999	82	76	59
\$45,000 to \$49,999	91	70	77
\$50,000 to \$59,999	140	56	109
\$60,000 to \$74,999	142	105	157
\$75,000 to \$99,999	152	92	152
\$100,000 to \$124,999	149	41	48
\$125,000 to \$149,999	93	33	40
\$150,000 to \$199,999	47	30	58
\$200,000 or more	114	23	24

P53. MEDIAN HOUSEHOLD INCOME IN 1999

	Census Tract 3219	Census Tract 3222	Census Tract 3223
Median household income in 1999	60,272	45,575	50,833

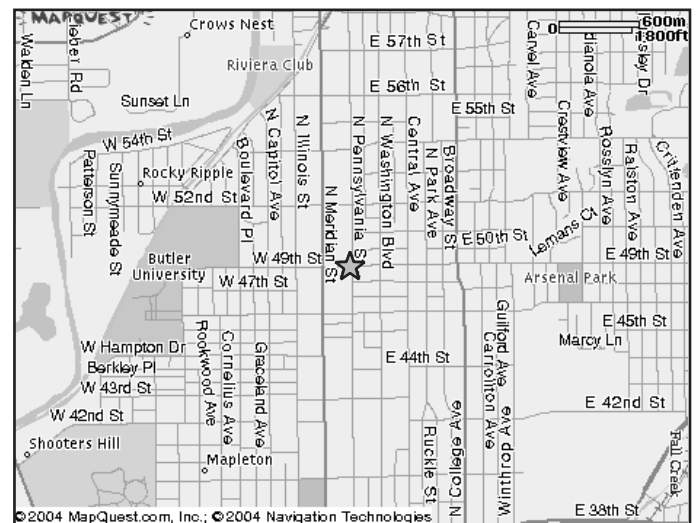
P82. PER CAPITA INCOME IN 1999

	Census Tract 3219	Census Tract 3222	Census Tract 3223
Per capita income in 1999	24,128	23,667	26,145

P15. HOUSEHOLDS

	Census Tract 3219	Census Tract 3222	Census Tract 3223
Total	1,390	859	1,163

U.S. Census Bureau Census 2000





DEVELOPMENT PROFILE

Traffic Count
N/A

Speed Limit
30 MPH

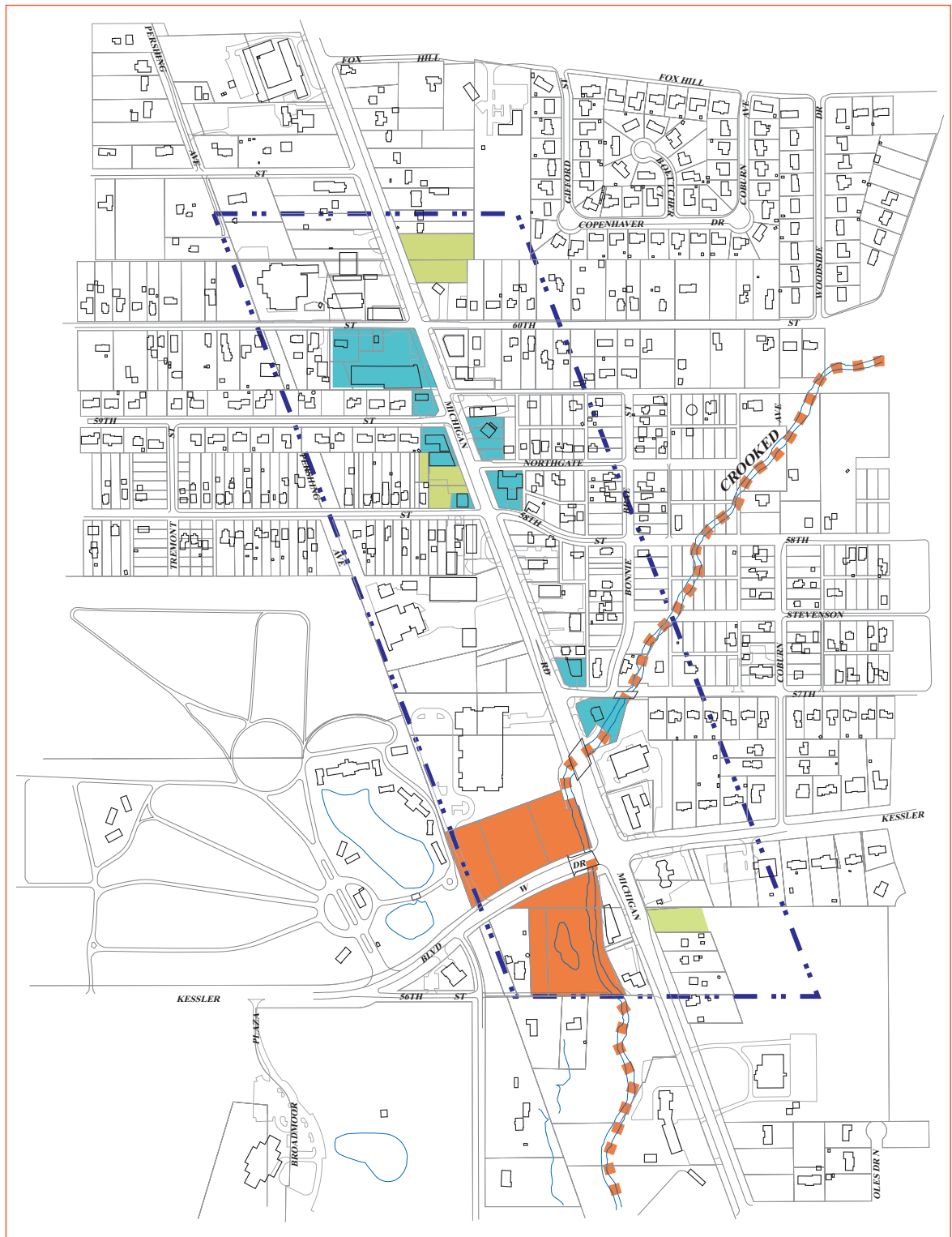
Uses (Selected tenants)
Noble Romans/TCBY
Hubbard & Cravens Coffee Company
D & Z Gifts
Hamaker's Pharmacy
Bank of Indianapolis

Design Elements
Street trees
Street furniture
Decorative lighting
Awnings
Brick and masonry materials
East Side -- 'art deco' style architecture
West Side -- recent development

Type of Center/Draw
Neighborhood retail

Parking
On-street, shared



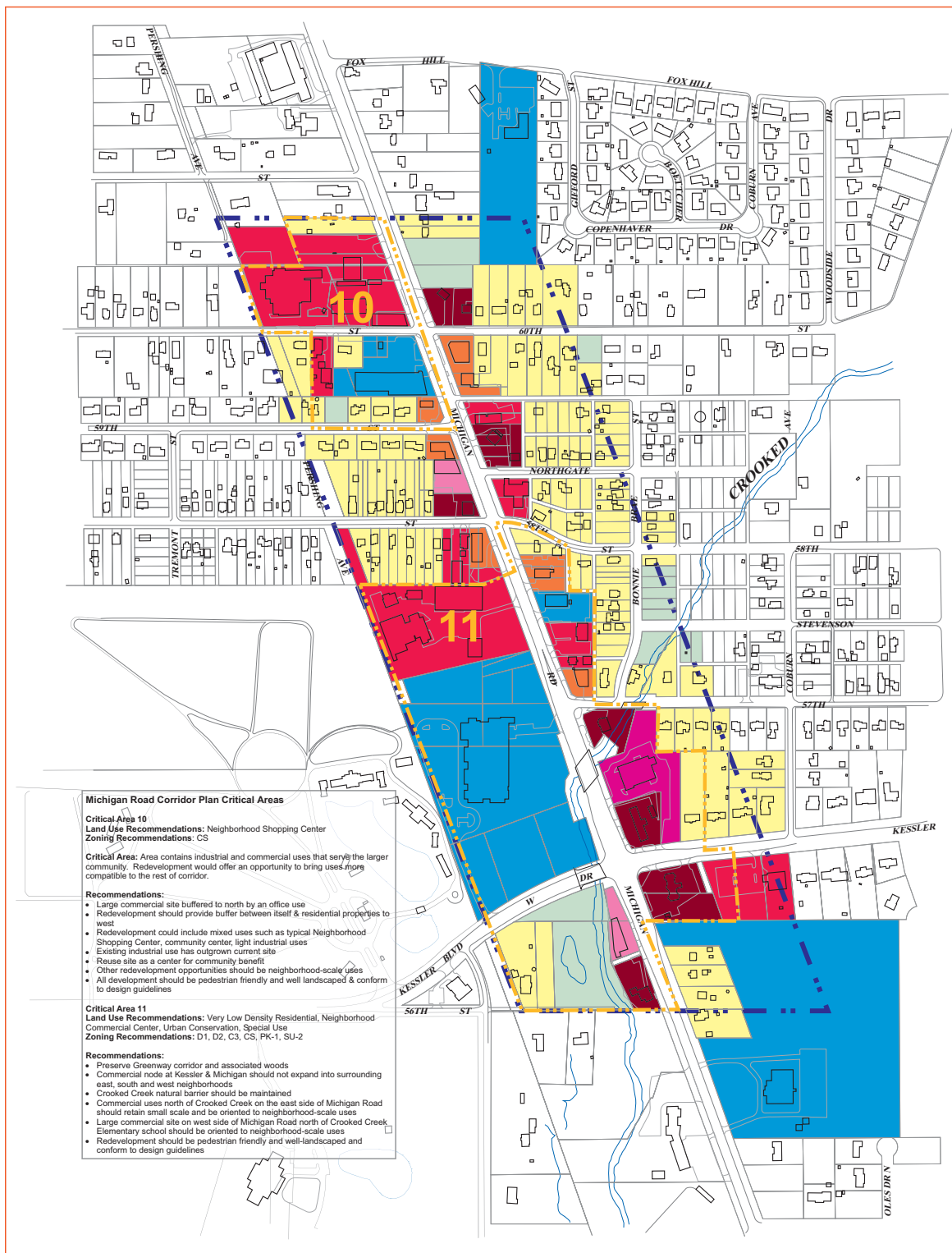


Focus Area Existing Conditions

- · — Area of Focus
- - - Environmentally Sensitive
- Vacant/Underutilized Buildings
- Vacant/Underutilized Land
- Wooded/Environmentally Sensitive

Crooked Creek Neighborhood Retail Market Study





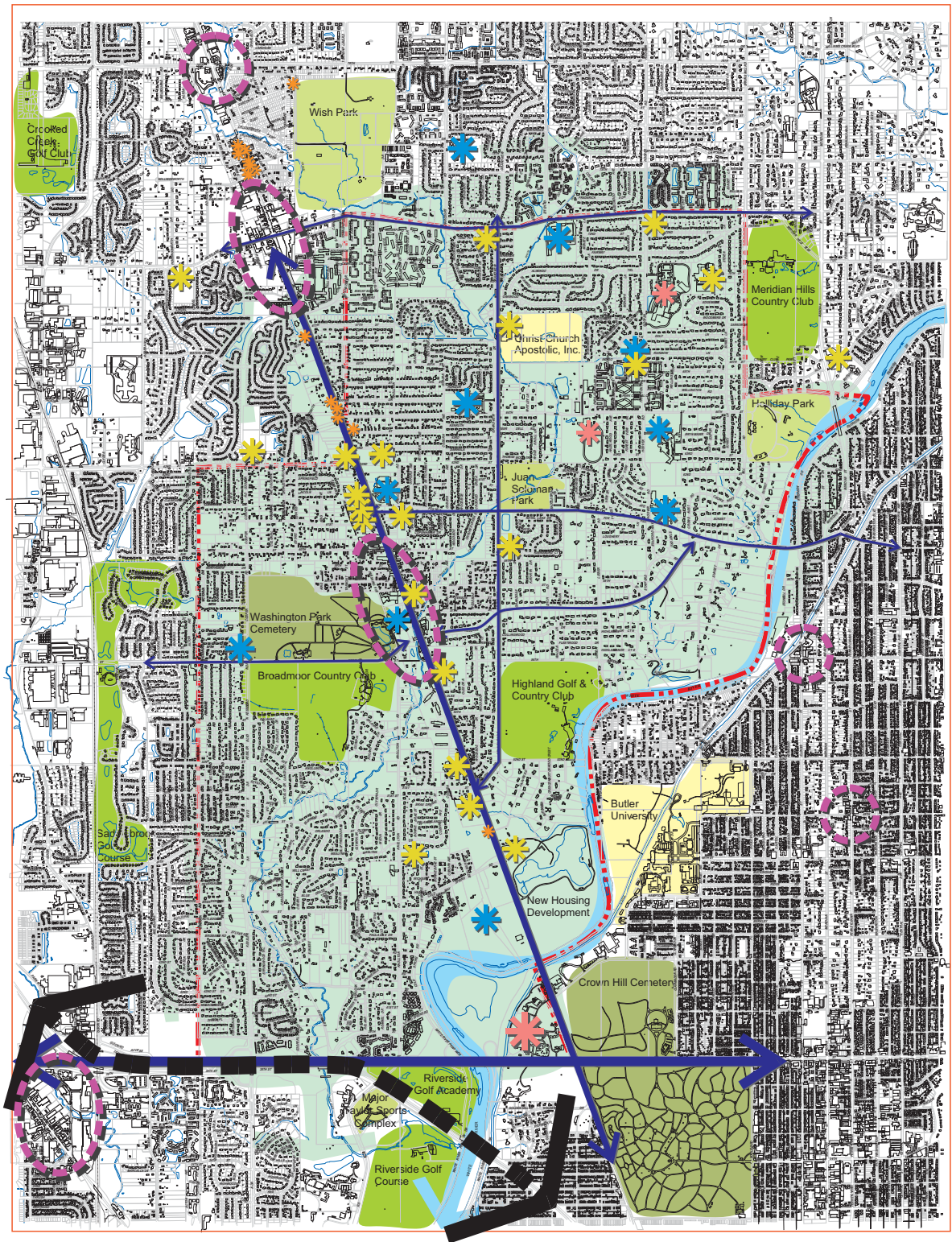
Focus Area Land Use

- | | |
|-------------------------|--------------------------|
| Neighborhood Commercial | Residential |
| Convenience Retail | Specialty Retail |
| Commercial | Auto Related Retail |
| Vacant | Institutional/Government |

- MRCP Critical Areas
 Area of Focus

Crooked Creek Neighborhood Retail Market Study



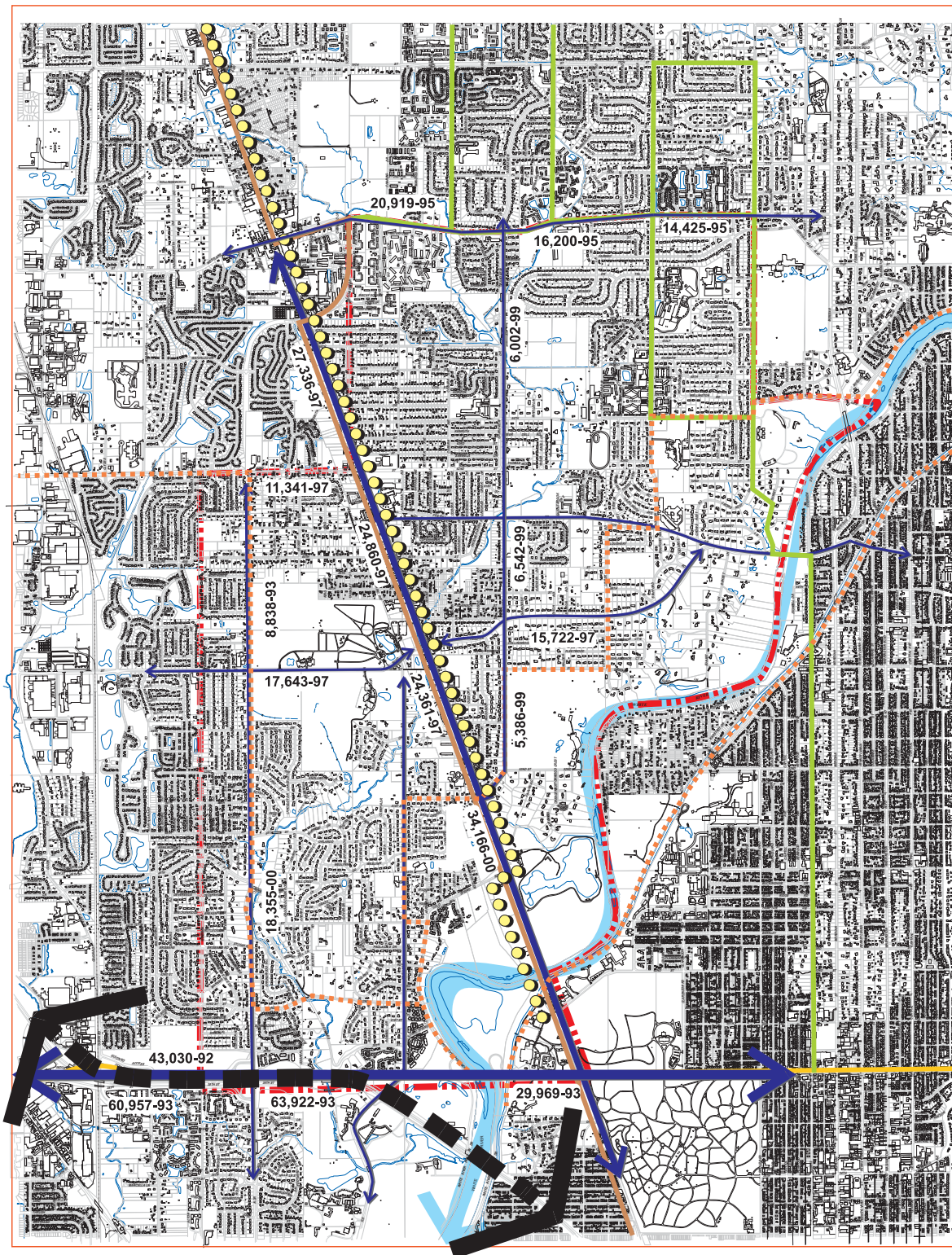


Contextual Framework

- Crooked Creek Study Area
- ★ Schools
- ★ Activity Generators
- ★ Historic Structures
- Interstate
- Major Roads
- ★ Churches, Temples & Synagogues
- ★ Retail Nodes
- ★ Institutional
- ★ Public Park
- ★ Residential Land Use
- ★ Golf Course
- ★ Cemetery

Crooked Creek Neighborhood Retail Market Study





Neighborhood Circulation

- Crooked Creek Study Area
- Proposed Multi-Purpose Path
- Existing Bike Path/Route
- Lafayette Square IndyGo Bus Route
- Michigan Road IndyGo Bus Route
- St. Vincent IndyGo Bus Route

- 00,000-99 Average Daily Traffic Counts - Year
- Major Roads
- Interstate



Crooked Creek Neighborhood Retail Market Study



Michigan Road Traffic Analysis

INTRODUCTION

The Crooked Creek Neighborhood Market Study is an analysis of potential development in the area that will enhance local businesses and encourage growth. Michigan Road serves as a major artery through the neighborhood as well as a thoroughfare route for commuters between Zionsville and downtown Indianapolis. Impacts from the potential improvements and growth in the community to traffic flow on Michigan Road are an important consideration. Maintaining traffic flow, while slowing traffic to safer speeds through the neighborhood is a delicate balance to be achieved.

SUMMARY OF FINDINGS

The study extends along Michigan Road from Kessler Boulevard (Blvd.) to 60th Street (St.). A map of the study area can be viewed in the separate appendix, Figure A-1. For the traffic analysis portion of this study, various traffic calming methodologies for slowing down traffic were analyzed. Characteristics of the roadway were changed in each analysis to evaluate their effects on traffic speed and flow. Michigan Road traffic was analyzed with a median, a lower speed limit, and an added traffic signal between Kessler Blvd. and 60th St. A median slightly improved traffic flow and speed. The lower speed limit and the added traffic signal each slowed traffic down, although the added signal slowed traffic down the most. Adding a traffic signal and using a lower speed limit at the same time slowed morning traffic to the point of being undesirable. Should the proposed development come to fruition, an added traffic signal between Kessler Blvd. and 60th St. is recommended. The addition of a median resulted in minimally higher speeds, but is also recommended because of its impact on safety and aesthetics. Lowering the speed limit is only recommended if a traffic signal is not warranted and proper enforcement is put in place.

GOALS AND OBJECTIVES

The following goals and objectives are those of the Crooked Creek Neighborhood concerning traffic:

- (a) Slow traffic while maintaining acceptable flow.
- (b) Make the area more pedestrian friendly.
- (c) Improve aesthetics.

ANALYSIS

The existing traffic and roadway characteristics along Michigan Road were analyzed as a basis of comparison. The year 2014 was chosen as a reasonable year for the potential development to be completed. Existing traffic counts were projected to the year 2014 and analyzed with the existing roadway conditions in order to see how just the traffic growth affected traffic flow. Using this as a base configuration, the projected traffic counts were evaluated with changes in roadway characteristics such as adding a median, adding a traffic signal, and lowering the speed limit. The results of these changes were compared to the base configuration.

The traffic analysis was performed using Highway Capacity Software 2000 (HCS2000), the Highway Capacity Manual 2000 (HCM2000), and available data. Data available were traffic counts on Michigan Road between Kessler Blvd. and Fox Hill Drive (Dr.) provided by the Indianapolis Metropolitan Planning Organization (MPO), signal timings at Kessler Blvd., 60th St., and Fox Hill Dr. provided by the Indianapolis Department of Public Works (DPW), demographic information provided by the MPO, roadway characteristics based on field observation, and the conceptual plan developed by Development Concepts, Inc. (DCI). The available traffic counts through the corridor are hourly, north and south counts taken in 1997. A 1.25% growth rate was applied to the counts to project them to 2004 and 2014 traffic data.

Using the HCS2000 software for analyzing multi-lane urban arterials, investigation of Michigan Road was conducted between Kessler Blvd. and Fox Hill Dr. Although the project focus is only from Kessler Blvd. to 60th St., it was necessary to extend the traffic study area a little further to get a true depiction of the traffic flow. The traffic study area can be viewed in the separate appendix, Figure A-2. Currently, Michigan Road has two lanes in each direction with exclusive turning lanes at Kessler Blvd., 57th St., 60th St., and southbound at Fox Hill Dr. There is no median. Shoulders are negligible, and sidewalks are sporadic. The posted speed limit is 45 miles per hour (mph). The signals at Kessler Blvd. and Fox Hill Dr. are actuated and coordinated with a signal at 71st St. The signal at 60th St. is pre-timed and is not coordinated with any other signal.

The following assumptions were made through field observation on a Wednesday afternoon from 4:30 p.m. to 5:30 p.m.:

- a) Peak Hour Factor = 0.90
- b) Urban Class = II (Area is a mix between suburban and intermediate)
- c) Free Flow Speed = 45 mph (Traffic appeared to move at or above the speed limit.)
- d) Arrival Type = 3 (Arrivals were random and less than 40% of the lanes traffic arrived during red time.)

The following default values were used from the HCM2000:

- a) Adjusted flow rate = 1800 pcphgpl (Exhibit 10-19)
- b) % Turns from Exclusive Lanes = 10% (Exhibit 10-7)

HCS2000 grades the performance of a roadway by measuring ease of traffic flow and assigning the roadway a Level of Service (LOS). A LOS of A indicates free flow of traffic with no delays. A roadway assigned a LOS of B has stable traffic flow and experiences minimal delays. A LOS of C symbolizes stable conditions with some restricted movement due to higher volumes. A LOS of D shows more restricted movement with lines and delays at signals. If a roadway is experiencing a LOS of E, the roadway is at the maximum capacity for which it was intended. All motorists experience delay. A LOS of F indicates total congestion. According to the Indiana Department of Transportation criteria for multi-lane urban arterials with intermediate development, a LOS of C is desirable and a LOS of D is the minimum acceptable. See Figure 7 for a visual perspective of what each LOS looks like at an intersection.

RESULTS

Existing Conditions (2004) - Analysis of the existing conditions showed desirable results. The southbound lanes during the morning rush hour and the northbound lanes in the evening rush hour resulted in a Levels of Service (LOS) of C and B, respectively. Traffic volumes are slightly higher in the morning rush hour than that of the evening rush hour, generating a lower LOS. Field observation of the signals showed only one or two cars approaching as a signal turned red. Approximately 20%



intersections. However, medians improve driver comfort and can encourage higher speeds, which are not desired through the Crooked Creek area. Because the higher speeds resulting from the analysis were minimal, a median is recommended for its impact on safety.

Reduced Speed Limit - 2014 traffic counts were analyzed using existing roadway characteristics at a speed limit of 35 mph rather than 45 mph. The evening rush hour experienced a decrease in level of service, but the morning rush hour remained the same. Changing the speed limit on a section of roadway is only as good as its signing and enforcement and is often unsuccessful in slowing down motorists. This solution is only recommended if an added traffic signal is not warranted in the future.

Added Traffic Signal - The addition of a traffic signal is one possible solution to slowing down traffic. A signal at 58th St. is the most logical location when only considering signal-spacing. In the conceptual plan, multi-family housing and office space is proposed around 58th St. on the west side of Michigan Road. Housing units and office space are both peak hour traffic generators and could likely warrant a traffic signal if the conceptual plan is brought to reality. An analysis of the 2014 traffic counts was conducted with the addition of a traffic signal at 58th St. A decrease in LOS in the afternoon was experienced with the addition of the signal. The HCS2000 program views the interruption in flow and added delay as a negative whereas the Crooked Creek residents would view the delay as a positive since delay indicates slower traffic movement. Careful timing of the new signal and coordination with other signals in the Michigan Road corridor would improve the LOS of the roadway with the signal. Signals in the study area should be timed as to not completely hinder flow through the area, but a need to slow down or stop at some point through the area should be created.

to 30% of the vehicles served in one cycle length approached the intersection during red time. No queuing of vehicles beyond one cycle length was observed.

Existing Conditions (2014) - Once observation of the existing conditions was complete, the traffic counts were then projected to the year 2014. Analysis of the year 2014 traffic counts with the current existing conditions showed a decrease to a LOS D for the southbound lanes during the morning peak period.

Median (2014) - Some discussion of the conceptual development in the area has entertained the idea of a median on Michigan Road. Because of this, the year 2014 traffic counts were analyzed with a median as part of the roadway characteristics. Adding a median improved the performance of the southbound lanes during the peak morning period to a LOS C. The afternoon did not show a change in the LOS, though a slight improvement in traffic flow and delays were shown. A median may or may not be desirable for the Crooked Creek neighborhood. Medians can be aesthetically pleasing and improve safety by regulating left turn movements at un-signalized

Analysis shows that an added traffic signal would slow traffic down the most, and therefore is recommended as a solution for slowing down traffic if the signal is warranted.

Combination of All Three Alternatives - The 2014 traffic counts were analyzed with a median, a speed limit of 35 mph, and an added signal all at the same time. With this analysis, the morning rush hour experienced its worst LOS at E. The afternoon experienced a LOS of C. Because a LOS of E is considered unacceptable, the use of all three characteristic changes is not recommended.

Combination of Median and Signal – A traffic signal can effectively slow traffic down if timed properly, and a median has positive effects on safety and aesthetics. As a final analysis the 2014 traffic counts were analyzed with the combination of a median and an added traffic signal with no change in the speed limit. The southbound lanes during the morning peak hour received a LOS of D, and the northbound lanes received a LOS of C during the afternoon peak hour. These are the same LOS results received from only adding a traffic signal. If a traffic signal is warranted, this combination is the recommended alternative because of its reduction in speeds and improvement in safety and aesthetics.

Pedestrian Traffic – In an attempt to improve pedestrian movement and safety, sidewalks buffered from Michigan Road by a grass berm and a line of trees is being proposed as a part of the streetscape plan. Placement of crosswalks and pedestrian signals should be added at the signalized intersections. The increased pedestrian activity at the intersections will cause delay, especially with turning movements, but impact should be minimal. If the conceptual development becomes a reality, traffic counts on the side streets as well as turning movements from both the major and minor streets should be collected for further analysis of the intersections and pedestrian impact.

CONCLUSION

The addition of a median can be an aesthetically pleasing alternative to improve flow and safety by limiting turning movements at unsignalized intersections. Medians can encourage higher speeds, but they are minimal and this negative does not outweigh the positive of safety. An added traffic signal showed the greatest impact in slowing traffic flow through the study area. It is likely that a signal will be warranted should the proposed development take place. Therefore, an added signal is recommended. Lowering the speed limit through the study area had minimal affect on travel speeds. The lowering of the speed limit may also be unrealistic due to the classification of the roadway. This option should only be explored if a traffic signal is not warranted. The addition of a median and a traffic signal is the recommended solution through the study area. This combination shows potential of having the right balance of traffic calming, aesthetics, and safety. A summary of these results can be seen in the separate appendix, Figure A-3. Printouts of the HCS2000 analysis and results can be found in the separate appendix, Figures A-4 through A-17.

Segment Performance Summary								
Segment	Direction of Travel	Year	AADT	No. of Through Lanes	Median	Speed	Signalized Intersections	Segment LOS*
					Y/N	mph		
Existing Conditions								
Kessler Blvd. / Fox Hill Dr.	South	2004	14454	2	N	45	2	C
	North	2004	13307	2	N	45	2	B
2014 Existing Conditions								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	N	45	2	D
	North	2014	15067	2	N	45	2	B
2014 (With Median)								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	Y	45	2	C
	North	2014	15067	2	Y	45	2	B
2014 (Reduce Speed Limit to 35 mph)								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	N	35	2	D
		2014	15067	2	N	35	2	C
2014 (Added Signal)								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	N	45	3	D
	North	2014	15067	2	N	45	3	C
2014 (Median, Speed, Signal)								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	Y	35	3	E
	North	2014	15067	2	Y	35	3	C
2014 (Median & Signal)								
Kessler Blvd. / Fox Hill Dr.	South	2014	16366	2	Y	45	3	D
	North	2014	15067	2	Y	45	3	C

*A = Free Flow of Traffic, Low Density

B = Delays Not Unreasonable, Stable Traffic Flow

C = Stable Conditions, Higher Volumes Restrict Movement

D = Movement More Restricted, Lines & Delays During Peak Hours

E = Traffic at Road's Capacity, Delays to All Motorists

F = Demand Greater than Capacity, Total Congestion